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REPORT
OF THE
WAR DEPARTMENT
—
1900

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PART 13.
REPORT
OF THE
MILITARY GOVERNOR OF PORTO
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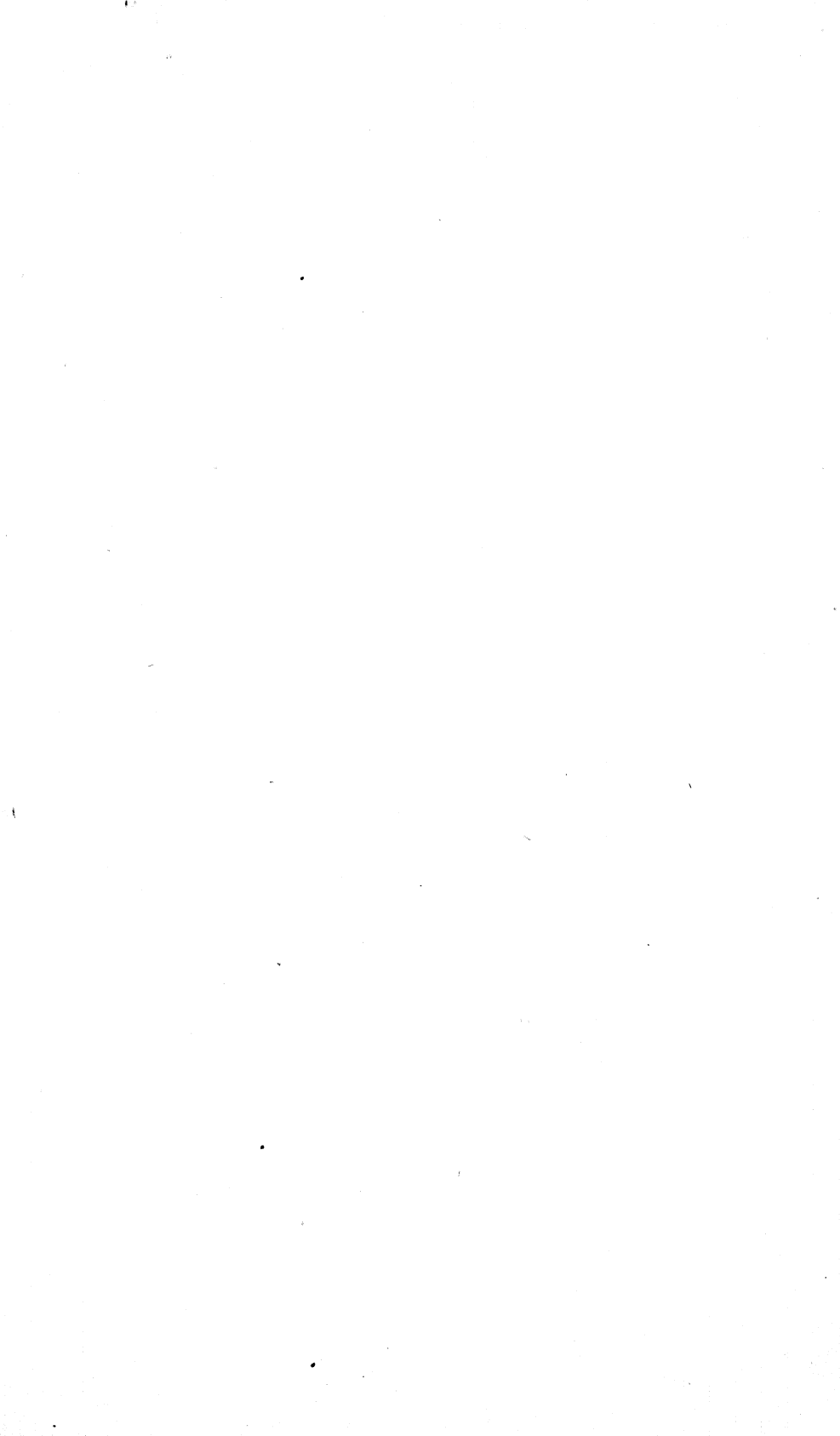
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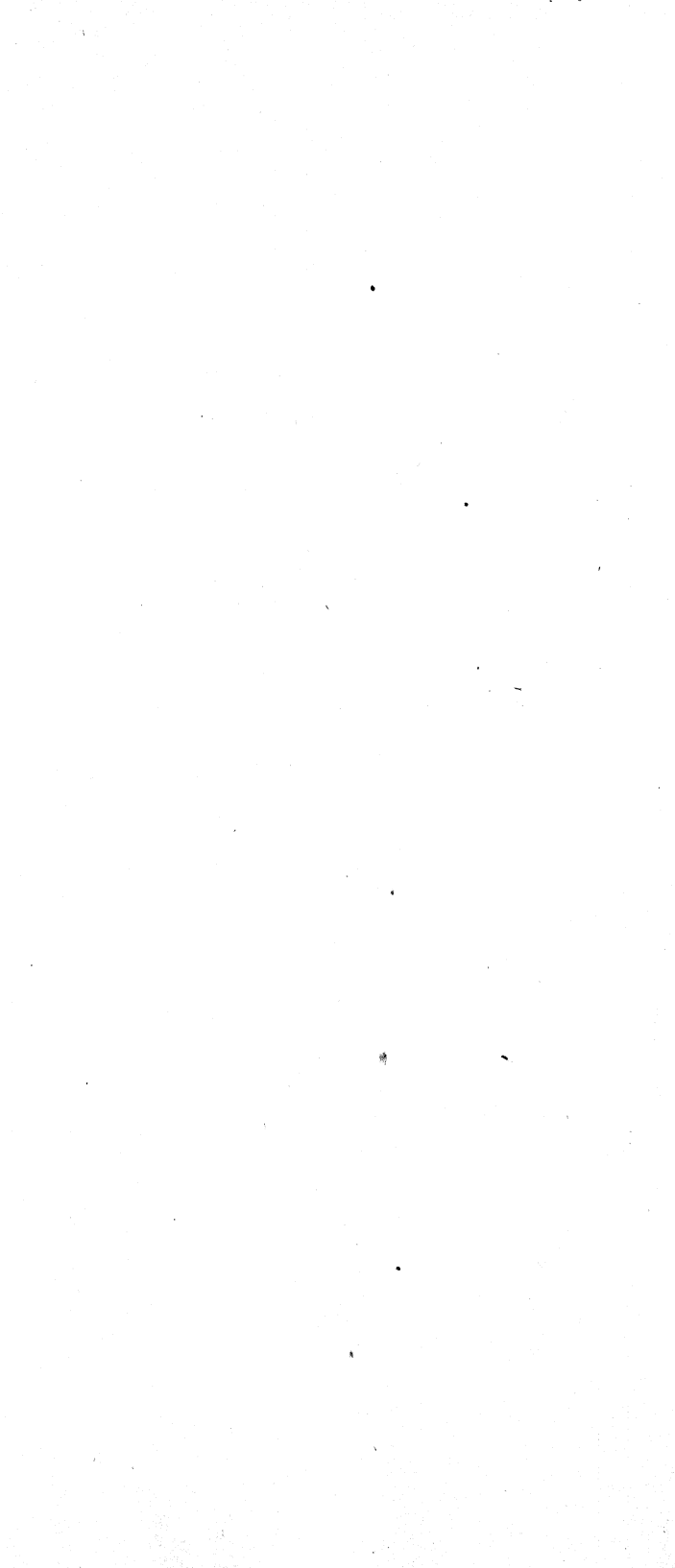
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ANNUAL REPORTS

OF THE

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WAR DEPARTMENT

FOR THE

FISCAL YEAR ENDED JUNE 30, 1900.

PART 13.

REPORT OF THE
MILITARY GOVERNOR OF PORTO RICO ON CIVIL AFFAIRS.

WASHINGTON:
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1902.



ARRANGEMENT OF THE ANNUAL REPORTS OF THE WAR DEPARTMENT FOR THE YEAR ENDING JUNE 30, 1900.

VOLUME I. Parts 1-13.—Report of the Secretary of War and all other reports except those of the Chief of Engineers and the Chief of Ordnance.

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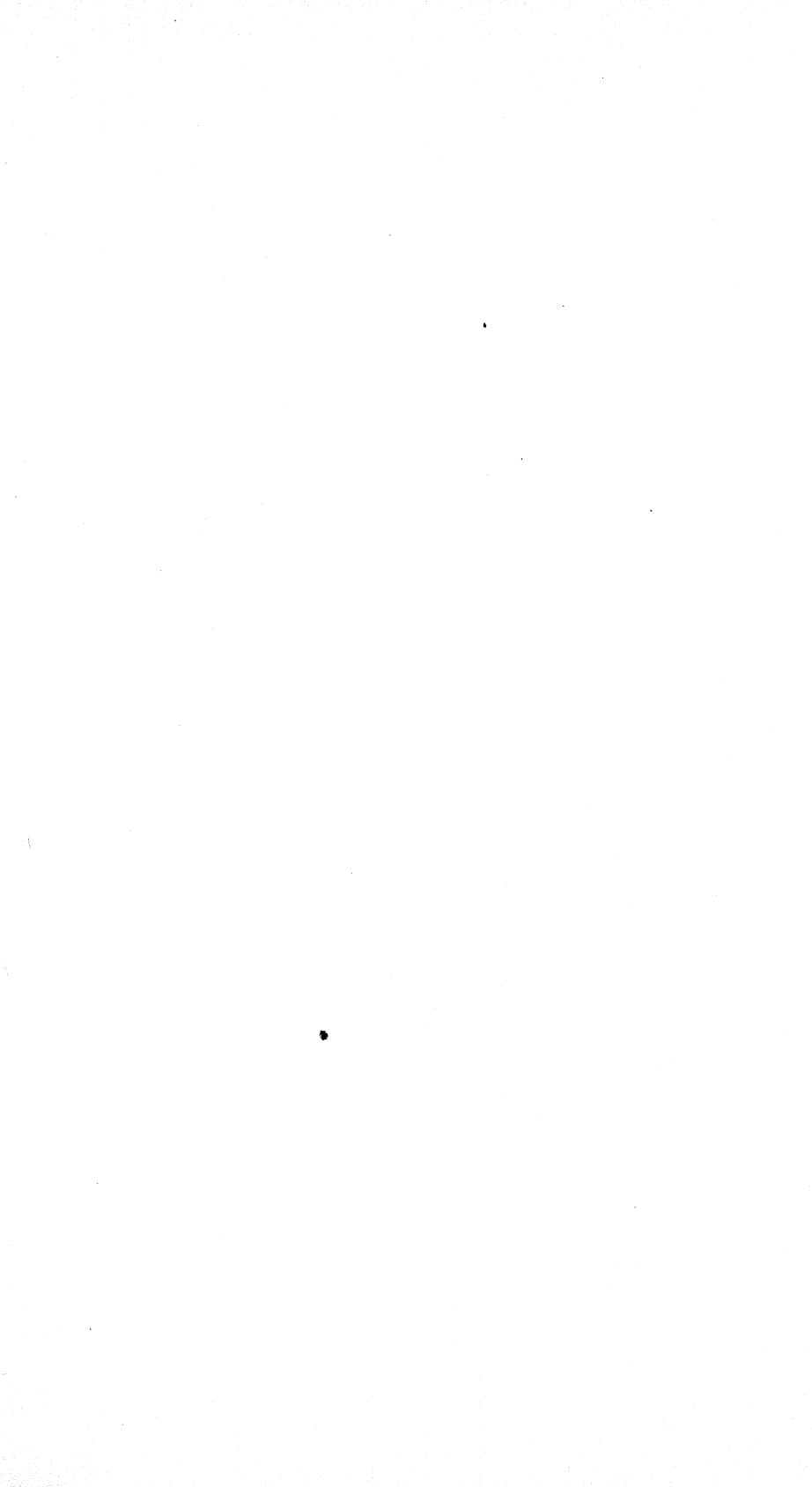
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- Board of Ordnance and Fortification.
- Commissioners of National Military Parks:
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 - Gettysburg.
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 - Vicksburg.
- United States Military Academy, West Point, N. Y.:
 - Board of Visitors.
 - Superintendent.
- Soldiers' Home, District of Columbia:
 - Board of Commissioners.
 - Inspector-General United States Army.
- National Home for Disabled Volunteer Soldiers.

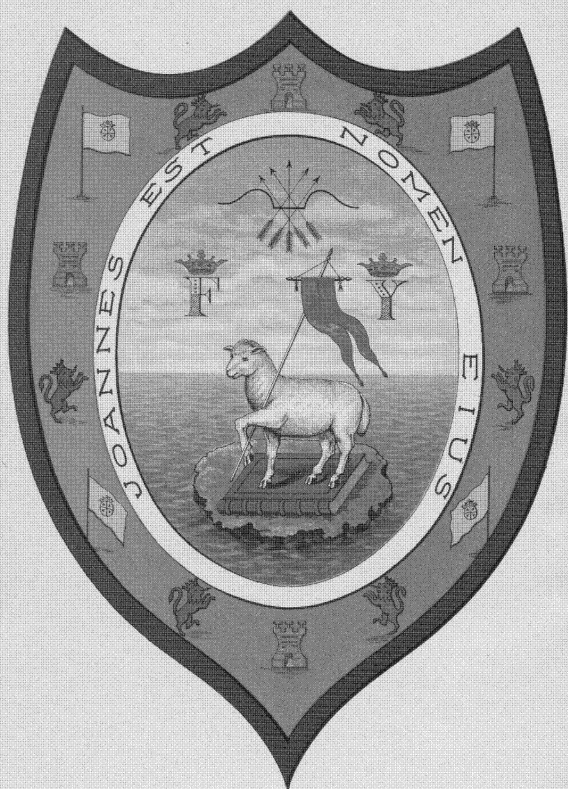
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ARMS OF PORTO RICO

GIVEN BY KING FERDINAND V.

MILITARY GOVERNMENT OF PORTO RICO

FROM

OCTOBER 18, 1898, TO APRIL 30, 1900.

BRIG. GEN. GEO. W. DAVIS, U. S. A.



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LETTER OF TRANSMITTAL.

HEADQUARTERS DEPARTMENT MINDANAO AND JOLO,
Zamboanga, November 22, 1901.

SIR: The work herewith is submitted as a report on the military government of Porto Rico. I greatly regret the long delay in its preparation, but my time has been so fully occupied that I could not before complete the presentation.

Except in a desultory way I was not able to do anything upon the report until I left Porto Rico, which was on the 15th of December, 1901. I sailed from San Francisco for Manila on December 31, and during the voyage more than half the manuscript was prepared, but while provost-marshal-general of Manila my time was so wholly absorbed with current duties that nothing further could be done there. It results that the report is almost a year overdue, but it was impossible to hasten it and discharge other duties to which I was assigned.

I have previously submitted financial statements to the Department which were duplicates of the presentation herewith, save in one or two items wherein errors of bookkeepers have since been detected and are now corrected.

The finances of Porto Rico while directed and controlled by the Army will be found under eleven heads of income and thirty-four of expenditure, sufficient details, it is believed, to supply full data respecting every important subdivision of administration.

I have included brief historical sketches bearing on the subjects of several of the chapters; this in order that the reader might find in the English language some account showing the history of the development of the institutions, industries, and government of the island, which has recently become a part of the United States.

I do not know of any account by any army officer wherein is set forth a presentation of all the important facts, with full fiscal statements, respecting the military government and administration of any of our former territorial acquisitions. In the case of the Porto Rican annexation and control by the Army the circumstances and conditions seemed to suggest the preparation of an account which might serve as a book of reference to those interested in this new possession of the United States.

Very respectfully,

GEO. W. DAVIS,
Brigadier-General, United States Army.

The SECRETARY OF WAR.



PREFACE.

It has seemed to the undersigned that an account of the government of Porto Rico by the Army of the United States, under orders of the President as Commander in Chief, should be written and published.

The period of such government extended from October 18, 1898, to May 1, 1900. General Davis had the honor to command the troops in Porto Rico from May, 1899, to December, 1900, and to have exercised the chief executive control in civil matters from May 8, 1899, to May 1, 1900, upon which latter date he delivered the government of the island into the hands of the duly constituted civil authorities.

So far as known neither General Brooke nor General Henry made any report of their administrations. The author has therefore been compelled to rely upon the public records for his data. He submits this account of the government exercised by his predecessors and himself in the hope that the data here assembled may prove of interest to his brother officers and possess historical value concerning an important epoch in the annals of Porto Rico.

The successive commanding generals in the island, designated by the President in pursuance of his constitutional powers as Commander in Chief, had, by virtue of their assignments, the authority, powers, and responsibilities of military governors.

This volume contains an account of the stewardship of the three military governors, and will permit a fair judgment as to whether or not these representatives of the President in Porto Rico executed the trust confided to them; whether or not they have proved and demonstrated the ability and capacity of the American soldier to discharge, creditably, the onerous and perplexing duty of establishing and maintaining an effective and beneficent government over the lives and destinies of a million of their fellow-men, and whether they have effectively aided in preparing the inhabitants for the ultimate of all government under the American flag—peace, prosperity, and an enlightened control of their local institutions.

REPORT OF THE MILITARY GOVERNOR OF PORTO RICO ON CIVIL AFFAIRS.

CHAPTER I.

HISTORICAL.

On April 20, 1898, Congress by joint resolution declared, "that the people of the island of Cuba are, and of right ought to be, free and independent;" demanded, "that the Government of Spain at once relinquish its authority and government in the island of Cuba, and withdraw its land and naval forces from Cuba and Cuban waters;" and directed, "that the President use the entire land and naval force of the United States, and call into the actual service of the United States the militia of the several States to such extent as may be necessary to carry these resolutions into effect."

On the 25th of the same month Congress, by formal act, declared "that a state of war then existed and had existed since the 21st of April, 1898, between the United States of America and the Kingdom of Spain."

Immediately the armies and fleets of the United States were set in motion and hostile military operations against Spain were commenced in both hemispheres. On the 25th day of July the advance of the army destined for the conquest of Porto Rico seized one of the ports of that island, and within three weeks about one-third of the area of the island had been forcibly occupied by the American troops.

On the 12th of August, 1898, the ambassador of France, acting by authority of Spain as the temporary representative of the King, and the Secretary of State of the United States, as representative of the President of the United States, agreed upon the terms of a peace protocol, which became immediately effective in causing a cessation of hostile operations. Its provisions, as applicable to Porto Rico, were as follows, viz:

ART. II. Spain will cede to the United States the Island of Porto Rico and other islands now under Spanish sovereignty in the West Indies.

* * * * *

ART. IV. Spain will immediately evacuate Cuba, Porto Rico, and other islands now under Spanish sovereignty in the West Indies, and to this end each Government will, within ten days after signing of this protocol, appoint commissioners, and the commissioners so appointed will, within thirty days after the signing of this protocol, meet at * * * San Juan, in Porto Rico, for the purpose of arranging and carrying out the details of the aforesaid evacuation in Porto Rico and other islands now under Spanish sovereignty in the West Indies.

Orders were immediately sent to the general commanding the United States troops in Porto Rico directing that all hostile military opera-

tions be discontinued. These orders were received by the general in command on the 13th of August, 1898, and the opposing forces at once suspended hostile operations, retaining temporarily their respective positions and territorial control.

The evacuation commission provided for Porto Rico by the protocol consisted of the following-named officers as representing the Government of the United States:

Maj. Gen. John R. Brooke, U. S. Army.

Rear-Admiral W. S. Schley, U. S. Navy.

Brig. Gen. William W. Gordon, U. S. Vols.

They met at San Juan with a similar commission appointed by the King of Spain, at the head of which was Gen. Ricardo Ortega, of the Spanish army. The first meeting of the joint commission was held on the 17th of September, 1898, and daily sessions were held thereafter until the 18th of October following, when the whole island having been occupied by the United States troops the American members submitted their final report to the President of the United States.

The dates upon which the American forces occupied the principal ports were as follows:

*Guanica, July 25, 1898.

*Ponce, July 28, 1898.

*Arroyo, August 2, 1898.

*Mayaguez, August 12, 1898.

Aguadilla, September 19, 1898.

Humacao, September 22, 1898.

Naguabo, September 22, 1898.

Vieques, October 1, 1898.

Fajardo, October 1, 1898.

Arecibo, October 14, 1898.

San Juan, October 18, 1898.

The Spanish forces defending Porto Rico at the time of the invasion numbered some 12,000 troops, including volunteers and partially organized militia. The latter and all local volunteer organizations were subsequently disbanded, the members resuming their ordinary avocations, while the regular troops of Spain were embarked for the Peninsula. The last to sail took their departure on the 18th of October, 1898.

Under the terms of the protocol all side and small arms, regimental property, military records, field artillery, and national vessels were retained by Spain, but all fixed and immovable property, such as siege and seacoast artillery, with their ammunition and mounts, were surrendered to the United States, as were also the fortifications, barracks, hospitals, storehouses, and magazines. Careful inventories were made and exchanged by the commissioners of all armament and public property, except land, acquired by the United States.

The Spanish commissioners claimed the right under the protocol of removing the siege guns and appurtenant material, but the right was denied by the American members, and the guns remained.

On the 18th of October the military control of the whole island of Porto Rico and its adjacent islets and keys passed from Spain to the United States, and the command of the troops, by assignment of the

The ports marked * were captured from the enemy on the dates given, while the others were delivered over to the American evacuation commission.

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sident, devolved upon Maj. Gen. John R. Brooke, U. S. Army, had also been the president or chairman of the American evacuation-commission, and who, by virtue of such assignment, became the military governor of Porto Rico.

he aggregate strength of the United States military forces in Porto Rico at the time of cessation of hostilities was about 10,000, officers and men. These numbers were somewhat increased shortly after August 14 by the arrival of organizations previously en route. Immediately after hostilities ceased, however, the army of occupation was rapidly reduced by the withdrawal and muster out of volunteers, so that on October 18 the total force in Porto Rico, including the sick, was about 4,500 men of all arms. The organizations were as follows: Headquarters staff; Fifth United States Cavalry; Nineteenth United States Infantry; Eleventh United States Infantry; 4 batteries of field artillery; 1 battery of garrison artillery; 1 company Signal Corps; and Hospital Corps.

In May and June, 1899, the Nineteenth Infantry, two batteries of field, and one of garrison, artillery, were withdrawn, while in the spring of 1900 one squadron of cavalry left for the United States. In the spring of 1899 one battalion of native infantry, under American officers, was recruited and organized, and the following autumn and winter a second battalion of the same organization (called the Porto Rico Regiment, United States Volunteer Infantry) was recruited and similarly officered; the new battalion was mounted on native horses.

On April 30, 1900, a date which marked the discontinuance of military control of civil affairs in Porto Rico, the military organizations existing there were the following, with approximate strength as stated:

	Officers.	Men.
Headquarters staff.....	12	.....
Headquarters and 2 squadrons, Fifth Cavalry.....	25	825
Headquarters and 3 battalions, Eleventh Infantry.....	25	1,300
Headquarters and 2 battalions, Porto Rico Volunteers.....	25	900
Garrison batteries, Fifth Artillery.....	5	220
Company Signal Corps.....	1	40
Hospital Corps detachment.....	5	75
Total.....	98	3,360

Shortly after the 30th of April these numbers were reduced to approximately 40 officers and 1,400 enlisted men, a number which is deemed sufficient for all present requirements.

By General Orders, No. 158, Adjutant-General's Office, October 1, 1898, the military geographical department of Porto Rico was created by the President, and Maj. Gen. John R. Brooke, U. S. Army, was directed to assume command. By Order No. 1, of October 18, 1898, Headquarters Department of Porto Rico, General Brooke assumed command of that Department and took up the duties of military governor. On December 9, 1898, General Brooke was recalled to the United States, and in pursuance of the orders of the War Department, Maj. Gen. Guy V. Henry, U. S. Vols., became commander of the Department of Porto Rico. On May 9, 1899, Major-General Henry was relieved upon his own request, and Brig. Gen. George W. Davis, U. S. Vols., by direction of the President, assumed command of the Department and the office of military governor.

On April 12, 1900, the act of Congress, "Temporarily to provide revenue and a civil government for Porto Rico, and for other purposes," was approved by the President. This law required that there should be established for Porto Rico a modified territorial form of government, to consist of executive, legislative, and judicial branches. It was further directed that the act should take effect and be in force on the 1st of May, 1900. On that date, of seven civil officers who were required to administer the new government and execute the laws, the only one who had arrived in Porto Rico and was ready to enter upon his duties was the governor-elect. On May 1 Congress, by joint resolution, authorized the continuance, in discharge of civil functions, of those military officers whose successors had not been appointed or had not qualified, the retention to be continued to a date not later than August 1, 1900, but knowledge of the passage of this joint resolution was not communicated to the military commander until after the inauguration of the civil governor, the Hon. Charles H. Allen, and the transfer to him of the executive functions.

In order that there should be no hiatus in the government or in any of the administrative offices, the military governor on April 30, with the approval of the civil governor, had made military appointments of civilians as acting heads of departments, and had caused the oath of office to be administered to each. At the same time he relieved from their civil functions all military officers who had been in charge of civil duties. There was thus provided all the machinery of civil government, so that had the joint resolution failed of enactment there would have been no interruption in any office or branch of civil administration or in the local judiciary. When, after the inauguration of the civil governor, the fact of passage of the joint resolution was known, there was no necessity for the reinstatement of any military officer in civil duties, but on request of the United States special Treasury agent, who was also inspector of customs, all military officers who had been acting as collectors of customs were reinstated in their duties and continued to perform them until August 1, 1900, when their successors, appointed by the Secretary of the Treasury, entered into office.

At noon May 1, 1900, in pursuance of orders from the Secretary of War, the military governor transferred to the governor of Porto Rico the control over civil affairs, which had previously been vested in him as department commander, and the military government of Porto Rico, begun with the conquest of the island by the United States Army, was at an end.

CHAPTER II.

MILITARY GOVERNMENT.

FIRST PERIOD.

From the date of landing of the American forces on Porto Rican soil to a time when a knowledge of the peace protocol was communicated to the hostile armies a state of active hostilities existed and the laws of war were supreme within the territory occupied by the troops. The knowledge of this protocol was in possession of the commanding



CITY OF SAN JUAN, SHOWING HARBOR.



general on August 14, 1898. After that date, and until the signing and ratification of the definite treaty of peace, a state of war also existed, but only in a technical sense, for one of the provisions of the protocol required a cessation of hostile operations; in other words, a truce of war existed in Porto Rico. But a further provision of the agreement required that Spain should immediately evacuate the whole island, withdrawing every soldier and sailor and every officer of the Spanish Government.

By the 18th of October this evacuation had been completed, and while the Spanish Crown still retained sovereignty over the island, which had been hers for three hundred and ninety years, yet that sovereignty was purely nominal, for the King of Spain possessed no effective muniment of power, and the inchoate rights of the sovereign were expected to be wholly relinquished by the plenipotentiaries who were to arrange in Paris the definite terms of peace.

Such relinquishment was determined upon by the plenipotentiaries December 10, 1898, and by April 11, 1899, the treaty had been ratified by both the signatory powers. On April 12 the commander in chief in Porto Rico was advised of this fact by cable, and later through the publication of the President's proclamation in a general order from Army Headquarters in Washington.

Very shortly after the signing of the peace protocol General Miles, who at that time commanded the United States forces, withdrew from the island, relinquishing personal command to General Brooke. His period of service in Porto Rico, therefore, embraced the time from July 25 to August 14. As the representative of the President—the constitutional Commander in Chief—General Miles had while in Porto Rico absolute and complete control, not only over the army, but also over the people of the occupied territory and their civil affairs. Whatever orders he saw fit to issue had the force of law, for the prerogatives of the former sovereign were suspended during the hostile occupation and the local laws could be enforced only by authority of the military commander. In the exercise of these war powers his will was supreme over life, liberty, and property, being controlled only by orders from the President and the rules and laws of war.

The only important orders affecting the civil rights of the inhabitants known to have been issued by General Miles during this period were embodied in a proclamation dated July 28, 1898, and a circular letter to his subordinate commanding officers, dated July 29, 1898. These were published generally. The basis was the same as that of the announcement to the Army by the President on July 18, 1898, appearing as General Orders, No. 101, A. G. O., series of that year. This Executive order, which was originally applicable only to the portion of Cuba then held by our troops, was by General Miles made to apply to Porto Rico also, and his proclamations on this occasion were as follows:

HEADQUARTERS OF THE ARMY,
Ponce, P. R., July 28, 1898.

To the Inhabitants of Porto Rico:

In the prosecution of the war against the Kingdom of Spain by the people of the United States in the cause of liberty, justice, and humanity, its military forces have come to occupy the island of Porto Rico. They come bearing the banner of freedom, inspired by a noble purpose to seek the enemies of our country and yours, and to destroy or capture all who are in armed resistance. They bring you the fostering arm of a nation of free people, whose greatest power is in justice and humanity to all those living within its fold. Hence, the first effect of this occupation will be the immediate

release from your former political relations, and it is hoped a cheerful acceptance of the Government of the United States. The chief object of the American military forces will be to overthrow the armed authority of Spain and to give to the people of your beautiful island the largest measure of liberty consistent with this military occupation. We have not come to make war upon the people of a country that for centuries has been oppressed, but, on the contrary, to bring you protection, not only to yourselves but to your property, to promote your prosperity, and to bestow upon you the immunities and blessings of the liberal institutions of our Government. It is not our purpose to interfere with any existing laws and customs that are wholesome and beneficial to your people so long as they conform to the rules of military administration, of order and justice. This is not a war of devastation, but one to give to all within the control of its military and naval forces the advantages and blessings of enlightened civilization.

NELSON A. MILES,

Major-General, Commanding U. S. Army.

HEADQUARTERS OF THE ARMY,
Port Ponce, P. R., July 29, 1898.

SIR: I have the honor to inform you that the Major-General Commanding the Army of the United States directs me to communicate to you the following instructions, which will govern you or your successor in the discharge of your duties relating to the military government of the territory now occupied or hereafter to be occupied by the United States forces under your command.

The effect of the military occupation of the enemy's territory is the severance of the former political relations of the inhabitants, and it becomes their duty to yield obedience to the authority of the United States, the power of the military occupant being absolute and supreme and immediately operating upon the political conditions of the inhabitants.

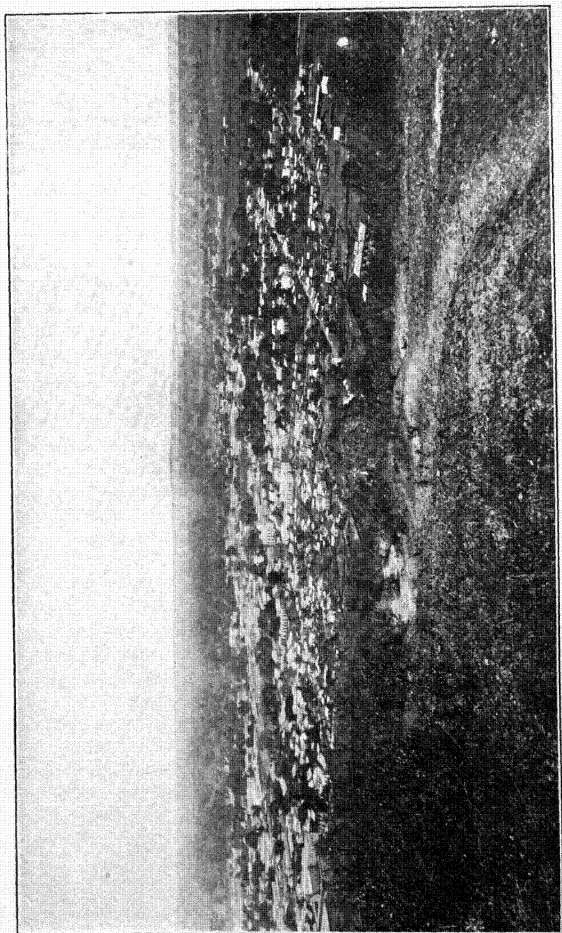
But generally, as long as they yield obedience to their new condition, security in their person and property and in all other private rights and relations will be duly respected.

The municipal laws, in so far as they affect the private rights of persons and property and provide for the punishment of crime, should be continued in force as far as they are compatible with the new order of things, and should not be suspended unless absolutely necessary to accomplish the objects of the present military occupation. These laws should be administered by the ordinary tribunals substantially as they were before the occupation. For this purpose the judges and other officials connected with the administration may, if they accept the authority of the United States, continue to administer the ordinary laws of the land as between man and man, under the supervision of the commander of the United States forces. Should it, however, become necessary to the maintenance of law and order, you have the power to replace or expel the present officials, in part or altogether, and to substitute others, and to create such new and supplementary tribunals as may be necessary. In this regard you must be guided by your judgment and a high sense of justice.

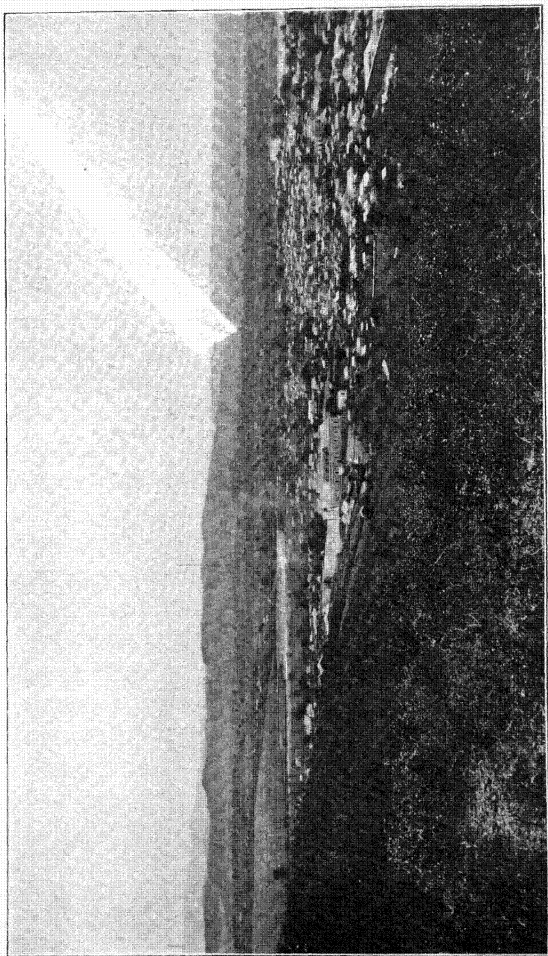
It is to be understood that under no circumstances shall the criminal courts exercise jurisdiction over any crime or offense committed by any person belonging to the Army of the United States, or any retainer of the Army or person serving with it, or any person furnishing or transporting supplies for the Army; nor over any crime or offense committed on either of the same by any inhabitant or temporary resident of the occupied territory. In such cases, except when courts-martial have jurisdiction, jurisdiction to try and punish is vested in military commissions and such provost courts as you may find necessary to establish. The native constabulary, or police force, will, so far as may be practicable, be preserved. The freedom of the people to pursue their accustomed occupations will be abridged only when it may be necessary to do so.

All public funds and securities belonging to the Spanish Government in its own right and all movable property, arms, supplies, etc., of such Government should be seized and held for such use as proper authority may direct; and whatever real property the Spanish Government may have held should be taken charge of and administered, the revenues thereof to be collected and reported for such disposition as may be made of the same, under instructions from these headquarters.

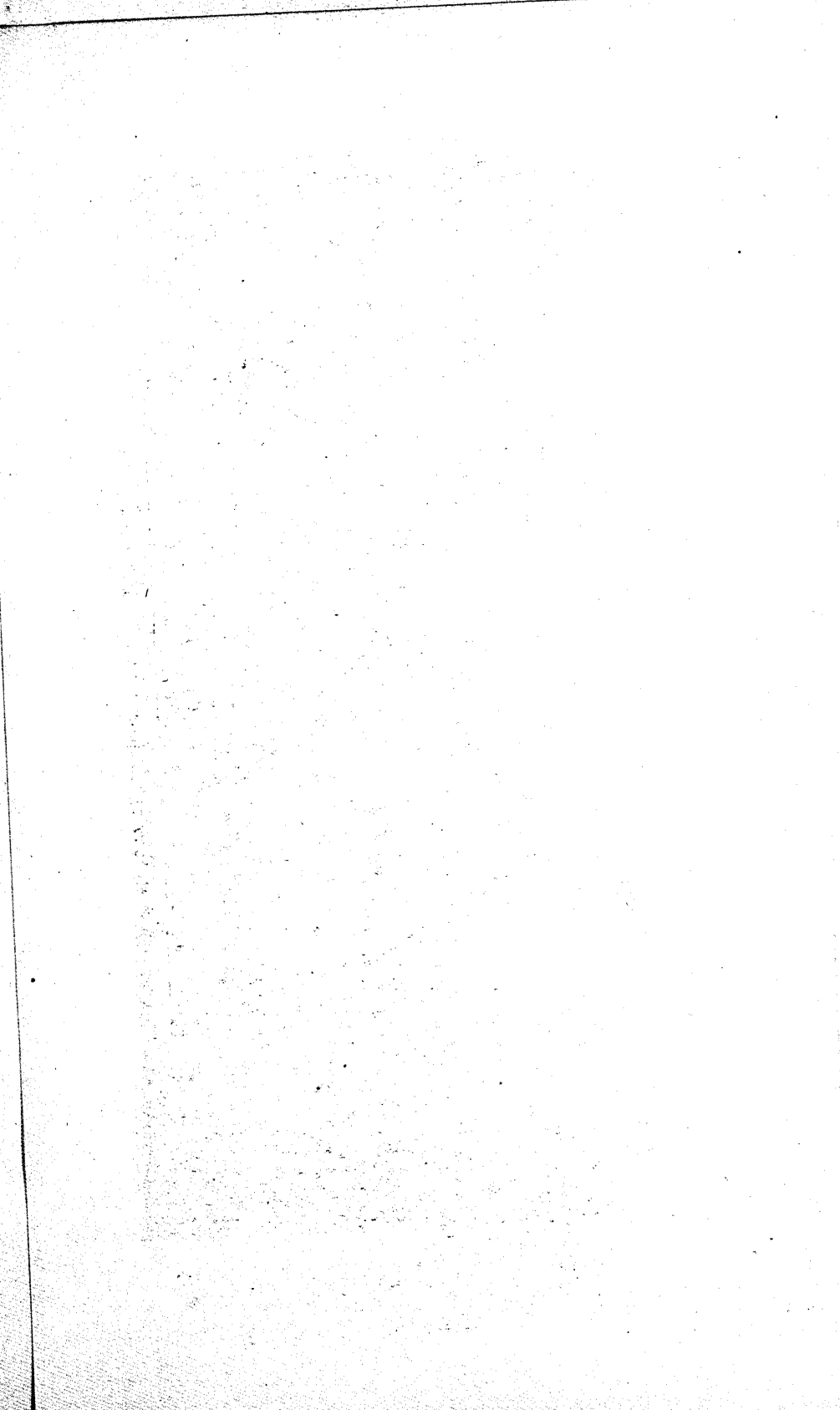
All public means of transportation, such as telegraph lines, cables, railways, telephone lines, and boats belonging to the Spanish Government should be taken possession of and appropriated to such use as may be deemed expedient.

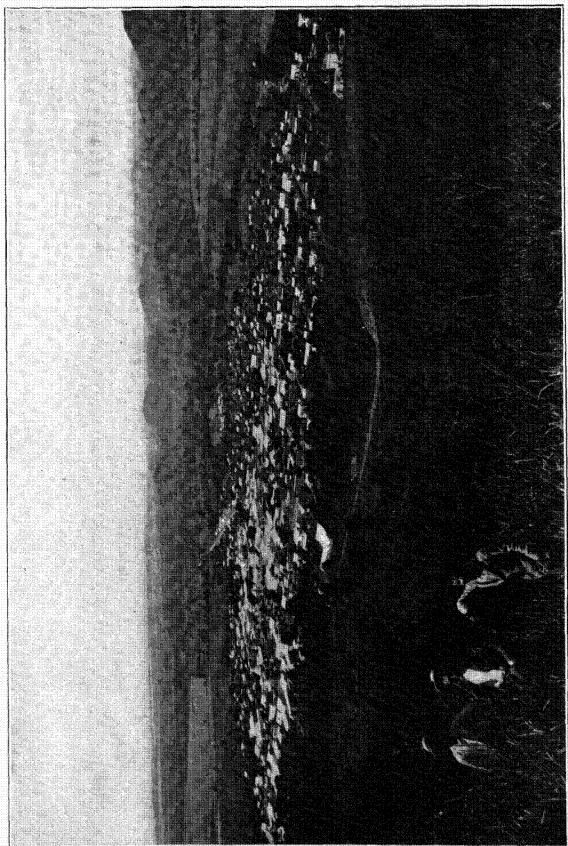


CITY OF PONCE—WEST HALF.



CITY OF PONCE—EAST HALF.





QUAYAMA.



Churches and buildings devoted to religious worship and all schoolhouses should be protected.

Private property, whether belonging to individuals or corporations, is to be respected, and can be confiscated only as hereafter indicated. Means of transportation, such as telegraph lines and cables, railways and boats, may, although they belong to private individuals or corporations, be seized by the military occupant, but unless destroyed under military necessity are not to be retained.

As a result of military occupation of this country, the taxes and duties payable by the inhabitants to the former Government become payable to the military occupant, the money so collected to be used for the purpose of paying the necessary and proper expenses under military government.

Private property will not be taken except upon the order of brigade and division commanders of the Army, and when so taken will be paid for in cash at a fair valuation.

All ports and places in actual possession of our forces will be opened to the commerce of all neutral nations, as well as our own, in articles not contraband of war, upon payment of the prescribed rates of duty which may be in force at the time of the importation.

A memorandum in respect to the jurisdiction of military commissions and provost courts is herewith inclosed.

Very respectfully,

J. C. GILMORE,
Brigadier-General, U. S. Vols.

Maj. Gen. J. H. WILSON, U. S. Vols.,
Commanding First Division, First Corps, Ponce, P. R.

[Inclosure.]

I. Except as hereinafter restricted, and subject to the supervision and control of the commanding general, the jurisdiction of the municipal government and of civil and criminal courts remain in force.

II. The said criminal courts shall not exercise jurisdiction over any crime or offense committed by any person belonging to the Army of the United States, or any retainer of the Army or person serving with it, or any person furnishing or transporting supplies for the Army, nor over any crime or offense committed on either of the same by any inhabitant or temporary resident of said territory. In such cases, except when courts-martial have jurisdiction, jurisdiction to try and punish is vested in military commissions and provost courts, as hereinafter set forth.

III. The crimes and offenses triable by military commissions are murder, manslaughter, assault and battery with intent to kill, robbery, rape, assault and battery with intent to commit rape, and such other crimes, offenses, or violation of the laws of war as may be referred to it for trial by the commanding general. The punishment awarded by military commissions shall conform, as far as possible, to the laws of the United States or to the customs of war. Its sentence is subject to the approval of the commanding general.

IV. The provost court has jurisdiction to try all other crimes and offenses referred to in Section II of this order, not exclusively triable by courts-martial or military commissions, including violation of orders or the laws of war and such cases as may be referred to it by the commanding general. It shall have the power to punish with confinement with or without hard labor for not more than —, or with fine not exceeding —, or both. Its sentence does not require the approval of the commanding general, but may be mitigated or remitted by him.

V. The judge of the provost court is appointed by the commanding general. When, in the opinion of the provost court, its power of punishment is inadequate, it shall certify the case to the commanding general for his consideration and action.

As no other directions and instructions from the President as respected military government were communicated to the commander of the army of occupation in Cuba, and none to the commander in Porto Rico, it may be assumed that General Orders, No. 101, contains all the prescriptions of duties, powers, and responsibilities devolved upon officers acting as military governors, regarding the exercise of control over civil affairs. It has been suggested by some that the order in question may have been intended to apply only to territory captured in war, and to continue in application only during a continuance of a state of war, but if such limitations were intended, the intention was not communicated, so far as is known.

It has been stated above that, beyond the publication in Porto Rico of the substance of General Orders, No. 101, no important action of the first military commander was had respecting civil affairs. For three weeks he occupied the city of Ponce, the largest center of population in the island, and before hostilities ceased he had possession of Mayaguez, Guayama, and several other important centers of population and wealth. The custom-houses were reopened at Ponce, Arroyo, and Mayaguez. The people, heeding the instructions contained in General Orders, pursued their ordinary avocations. Municipal government in the occupied places was not interfered with. The local criminal audiencia at Ponce, the courts of first instance, and the municipal courts in the several towns within United States Army lines were permitted, or free to administer justice as provided in the local criminal and civil codes.

The currency situation was unsatisfactory, but temporary relief was afforded by the military order of the commanding general, who required that in payment of custom-house dues two Spanish Porto Rican dollars be received as equivalent of one United States dollar, a ratio that was recognized at the time as equitable. On August 15 a customs tariff was established for the island, which not only was not the same as the local Spanish tariff, but differed very widely from the United States customs rates.

The most serious interference with the peace and order of the island was caused by the outrages of local robbers and banditti, who committed acts of violence upon Spanish and native merchants, and planters, accompanied in many cases by robbery and, in some instances, murder. Of course, the military interfered to protect the people against these outlaws, but it was very difficult to apprehend the criminal bands, who always scattered and fled to the mountains upon the approach of the troops.

During the first period of military government, from July 25 to August 14, 1898, nothing important was done bearing upon the exercise of military control over civil affairs, save the publication to the army and the people of the adaptation of General Orders, No. 101.

SECOND PERIOD.

This began with the cessation of hostilities on August 14 and extended to the ratification of the treaty of peace on April 11, 1899, about eight months. As before remarked, a state of war in a technico-legal sense still existed, but not a hostile shot was fired in Porto Rico during this period save by outlaws and bandits. The sovereignty of the island was still nominally in the Spanish Crown, but as all representatives of the Spanish Government had taken their departure, the responsibility for preservation of order and the protection of the inhabitants in the pursuit of their ordinary avocations devolved upon the only governing agency that existed, to wit, the United States Army. The retiring Spanish governor-general, as the personal representative of his sovereign, left Porto Rico on the 16th of October, and two days later the flag of Spain, as an emblem of sovereignty, was finally lowered—a flag that was first seen on the shores of the island on November 19, 1493, there displayed by the immortal Genoese navigator and discoverer, Almirante Cristobal Colon.

The exact date when the island was permanently occupied by Spain

can not be ascertained, but the year of such permanent occupation is known to have been 1509, and the month probably July or August. The representative of the King of Spain was the well-known conqueror, Juan Ponce de Leon. The flag was lowered on October 18, 1898, by Gen. Ricardo Ortega, who, two days previously, had been left to perform this melancholy duty by Lieut. Gen. Manuel Macias, the last Spanish governor-general of Porto Rico.

During this second period of the military government of Porto Rico the United States had the status of a belligerent nation, in legal possession and control through hostile occupation, of a colony of Spain. In pursuance of obligations imposed by international law, the United States, having dispossessed and overthrown the former government, was called upon to take every step in its power to reestablish and secure public safety and social order. This obligation is particularly enjoined upon military forces by the laws of war, and the general rules for this execution supplied by the Instruction for the Government of Armies in the Field, originally published as General Orders, No. 100, in 1863; while the general principles to govern the actions of the military commander in conquered territory were clearly stated in General Orders, No. 101, before cited, and these rules and instructions were strictly observed.

THIRD PERIOD.

This commenced with the ratification of the treaty of peace on the 11th day of April, 1899, and continued until the transfer of control of civil affairs to the first governor of Porto Rico, on the 1st day of May, 1900, a period of one year and twenty days.

As has already been stated, the status of the United States in Porto Rico during the first two periods of military occupation was that of a belligerent, who, under the laws of war, maintained hostile occupation, his army seeking by every means in its power to further the aims of its own government and to overcome by every lawful means the resistance and power of the armies of Spain. The American troops had a further duty under international law, to safeguard the interests of the inhabitants, whose ultimate destiny it was to become an autonomous, self-governing, and law-abiding people. During the second period the legal status was not changed, for the United States was still at war with Spain, no treaty of peace between the two countries having been concluded. In a physical sense, however, the situation was quite different from that existing during the first period, since the territory occupied by the American troops was now entirely free from armed enemies. Except in a legal sense there was no difference in the status after the evacuation of the island by Spain and that which obtained following the signing of the treaty of peace. After the ratification of this instrument the policy of the conquering power underwent no change in fact; but it was no longer possible to use the military commission as an instrumentality for administering the laws of war when hostilities had ceased absolutely. The laws of the land were thereafter executed by the courts of the country, the personnel of which was appointed by the military governor, who, as chief executive, possessed the power of mitigation or pardon in criminal cases. The military occupation with the accompanying measures for maintaining order and a correct administration of civil affairs was continued, although neither hostilities nor a tech-

nical state of war existed. The change in the situation that affected the legal status of affairs during the third period resulted from the treaty which terminated the state of war. The Army of the United States in Porto Rico was no longer a belligerent, for there was no public enemy, and there could no longer be a hostile occupation and control.

What then was the status of the army in the island after the peace treaty was signed? Congress having the power under the Constitution to make war had declared that war existed; had ordered that the Spanish arms and power be overthrown, and had directed the Chief Executive to use, if necessary, the entire armed strength of the nation in prosecuting the war to a successful issue. As a result Porto Rico was wrested from Spain, and was held and occupied by the army as conquered territory, to be finally disposed of as the result of the war might determine and the Congress direct. All the inhabitants of the island, as well as their wealth and their civil institutions, were in the custody of the armed forces of the Union.

While Congress has the power to declare war, it has not the constitutional power to make peace. This function of government was committed by the constitution, to the President, subject to the limitation that no treaty of peace that he might arrange, could have validity unless ratified and confirmed by a two-thirds vote of the Senate. Having received such indorsement, the treaty of Paris became a part of the supreme law of the land. At the date of its ratification, and for many months before, the army, as a belligerent, was in hostile occupation of Porto Rico, and the only government which existed under insular and municipal law, had, for its basis, the will of the conqueror, as defined and circumscribed by the laws and usages of war and the law of nations. In furtherance of the purposes for which military government was maintained, i. e., to advance the military objects of the campaign, and the protection of the inhabitants in their persons and property, and in all their private rights and relations, the military governors utilized and enforced the local municipal laws, which were continued in force in so far as they were found to be compatible with the new order of things. These laws "were administered by the ordinary tribunals substantially as they were before the occupation."

But the local laws, in some cases, were found to be incapable of execution, or their application, it was found, would work an injustice to the native and foreign inhabitants who had established their homes in the occupied territory. Such laws were set aside or abrogated by military order, and other tribunals and methods of procedure were substituted for those which disappeared.

It was provided by the treaty of Paris, that Congress should determine the civil rights and political status of the native inhabitants of Porto Rico, but the Congress in session when the treaty was ratified, adjourned without taking any action looking to the substitution of any government of its own creation, for the one then existing and maintained under the orders of the President as Commander in Chief. It was recognized by the military governors that the courts established and sanctioned by them, "were nothing more than the agents of the military power, to assist it in preserving order in the conquered territory, and to protect the inhabitants in their persons and property while occupied by the American forces."

Some writers on military law have held, that, *after the conclusion of*

peace, but while military occupation of conquered territory continued, the power of the military authority to legislate for the conquered territory and people ceased. These authorities held that the military commander who was no longer confronted by a hostile force could exercise over the inhabitants only a simple police control. It has been said that—

A military commander, acting as the executive head of a military government of territory held as a conquest by the United States, can not exercise the power of supreme legislation over said territory, either to create new laws or to change existing ones. Under said conditions he likewise ceases to be the supreme judge of the laws regulating the relations of the inhabitants to one another. He may dictate the personnel of the courts, but not their determinations. He may control the incumbency, but not the discretion.

If these views be accepted as a correct definition of the legal power and the responsibility of the military governor over conquered territory in which he is no longer a belligerent, it becomes a matter of the first importance to know what laws he may execute and what, if any of the laws of the land, he may not enforce.

The Supreme Court, in *Chicago, Rock Island and Pacific Railway Company v. McGlinn* (114 U. S., 542-546), says:

It is a general rule of public law, recognized and acted upon by the United States, that wherever political jurisdiction and legislative power over any territory are transferred from one nation or sovereign to another, the municipal laws of the country—that is, laws which are intended for the protection of private rights—continue in force until abrogated or changed by the new government or sovereign. By the cession public property passes from one government to the other, but private property remains as before, and with it those municipal laws which are designed to secure its peaceful use and enjoyment. As a matter of course, all laws, ordinances, and regulations in conflict with the political character, institutions, and constitution of the new government are at once displaced. Thus, upon a cession of political jurisdiction and legislative power (and the latter is involved in the former) to the United States, the laws of the country in support of an established religion, or abridging the freedom of the press, or authorizing cruel or unusual punishments, and the like would at once cease to be of obligatory force without any declaration to that effect; and the laws of the country on other subjects would necessarily be superseded by existing laws of the new government upon the same matters. But with respect to the laws affecting possession, use, and transfer of property, and designed to secure peace in the community, good order, and promote the health and prosperity, which are strictly of a municipal character, the rule is general that a change of government holds them in force until, by direct action of the new government, they are altered or repealed.

And in another decision of the Supreme Court is a statement, to the effect that among other laws which pass away with a surrendered sovereignty, are those relating to the alienation of public property. (*More v. Steinbach*, 127 U. S., 70-81.)

It is therefore clear that in the opinion of the Supreme Court, the municipal laws which regulated the personal affairs and property interests of the inhabitants of Porto Rico, continued in force in that island after the close of hostilities; but that those local laws of Spanish origin, if any there be, which are in contravention of the constitutional guarantees of personal rights to the citizen, and are repugnant to our political character and institutions, must not be executed.

The following is a brief statement in substance, of the personal rights guaranteed to the citizens by the constitution:

1. In all criminal prosecutions—

- (a) There must be a speedy and public trial by a jury in the state or district.
- (b) The accused must have knowledge of the nature and cause of accusation.
- (c) He must be confronted with witnesses against him.
- (d) Witnesses in his favor must be compelled to attend and testify.
- (e) Counsel must be provided for the accused.

1. In all criminal prosecutions—Continued.
 - (f) Excessive bail must not be required.
 - (g) Excessive fines must not be imposed.
 - (h) Cruel and unusual punishments must not be inflicted.
2. The right of jury trial in common law cases must be preserved, where value in controversy exceeds twenty dollars.
3. Every person must be exempted from unreasonable searches and seizures.
4. No person shall be held in slavery or to involuntary servitude, except as a punishment for a crime.
5. There shall be no bill of attainder or ex post facto law.
6. There shall be no abridgment of the right of free speech, or the right of the people to peaceably assemble and petition.
7. There shall be absolute freedom of religious belief and worship.
8. Privileges of the writ of habeas corpus must not be suspended.
9. No person can be deprived of life, liberty, or property, without due process of law.
10. Due compensation must be made for private property taken for public use.
11. The right of the people to bear arms must not be infringed.
12. Taxation must be uniform.

Those who have carefully studied the criminal and civil codes in force in the island of Porto Rico, have found it a matter of very great difficulty to decide to what extent, or degree, some of the statutes are repugnant to, or in conflict with, the prescriptions of the United States Constitution respecting the guaranteed rights of the citizen, but it is a notorious fact that in some very important respects, the Spanish-Porto Rican laws, in application, would not insure to the accused, the rights, privileges, and immunities which the American Constitution guarantees.

It is, therefore, quite evident that if the military governor in Porto Rico had been obliged to determine and decide what local municipal laws, criminal and civil, were not obnoxious to the laws of the United States, he would have had a most difficult, or indeed, an impossible task. The laws, language, customs, institutions, and aspirations of the people were all strange, and in many respects, very difficult of comprehension. The military governor was without definite instructions as to his duties in the premises, and was not told that the ratification of the treaty of peace in any way altered, changed, or limited his responsibility or power.

During the third period of military government he proceeded to legislate respecting change and substitution of obnoxious codes with the same freedom that had characterized his action during the first and second periods of such government.

While the commanding general in Porto Rico was without instructions to regulate his administration of civil affairs according to any theory of the extension or denial to Porto Rico of the constitutional guarantees, yet it was self-evident that the General Government in Washington regulated its action to accord with the assumption that the Constitution did not extend to Porto Rico *proprio vigore*, for in January, 1899, the military authorities were ordered by the President to collect customs duties on importations from the United States—duties which could not have been legally collected had the Constitution followed the flag—and the local authorities in Porto Rico were required to continue to collect these customs taxes after the ratification of the treaty of Paris.

While the military commander was often designated in correspondence by his superiors as military governor and governor-general, yet none of the the three officers who exercised the government was ever

officially assigned to any civil duties by the title of military governor or otherwise; nevertheless he was constantly called upon by the Secretary of War to take action with respect to civil matters, which were purely of a gubernative nature. His civil control as acting governor extended over all civil matters save the postal, the quarantine, and the marine-hospital services. In those branches he was without substantial authority, for the officers in charge received their guiding orders directly from the heads of their respective departments in Washington. While the government exercised by the commanding general was enforced principally by military officers, yet that government was really a civil one.

As regards the taxes collected in the custom-house, he had no power to fix or change the rate of import or the tonnage tax, nor the method of collection, all such matters being determined by the War Department, whose orders were communicated and obeyed; but he had control over all other sources of revenue, and changed and modified the internal tax laws in many respects.

Whether or not the military governor exceeded his legal powers in legislative matters is not now important, for Congress finally legislated for Porto Rico and provided by statute for the organization of a civil government. Section 8 of the act of Congress, approved April 12, 1900, to "temporarily provide revenues and a civil government for Porto Rico, and for other purposes," embraced the following legislation:

SEC. 8. That the laws and ordinances of Porto Rico now in force shall continue in full force and effect, except as altered, amended, or modified hereinafter, or as altered or modified by military orders and decrees in force when this act shall take effect, and so far as the same are not inconsistent or in conflict with the statutory laws of the United States not locally inapplicable, or the provisions hereof, until altered, amended, or repealed by the legislative authority hereinafter provided for Porto Rico or by act of Congress of the United States.

* * * * *

During the period of government of Porto Rico by the Army of the United States many orders and decrees have been published which had the effect to abrogate and repeal some local laws and to change and amend others. Many laws were enacted which originated with the military governors, and some of the changes were of a very radical character.

It would seem that the military commanders in legislating upon local affairs correctly interpreted the wishes of the President; moreover, all their military orders of a legislative character have been approved and confirmed by Congress and are now a part of the supreme law of Porto Rico.

That the policy pursued by the last military governor might be fully understood by the people, he caused to be published in the local journals in August, 1899, an allocution which contained an exposition of the policy of government he was pursuing. The following is a copy of the paper:

[Circular.]

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, P. R., August 15, 1899.

It is due to the people of Porto Rico that the commanding general, who also exercises the functions of military governor, should make public announcement of the general features of the policy he is pursuing and intends to pursue touching the affairs of government in this island.

The present military governor has devoted the three months of his residence here to a study of those more important and engrossing problems of government and administration that came before him. He has spared no pains or effort that would facilitate his task—one that presents many difficulties.

While an arbitrary government over any territory included within the United States is not contemplated by the American Constitution and laws, under those laws it is impossible to supply any other form of governmental control than the military over territory conquered by the arms of the Union until Congress shall, by suitable enactment, determine and fix a form of civil government for such conquered territory.

Under the American Constitution the whole theory of government is based on the principle that the people themselves are to make and enforce their own laws. It has been the practice of the military governor to endeavor, by every practicable means, to learn the views and wishes of the people themselves respecting those measures that have been suggested, or that he has proposed to institute, looking to the adaptation of the system of laws and administration of this island to the one which, judging from the past, Congress may be expected to enact for Porto Rico.

It is the unanimous recommendation of the ten members of the two advisory boards on governmental reforms—composed exclusively of distinguished citizens of Porto Rico—that as regards the present organization of the civil branch of the military government the system existing ought to be radically changed in some respects.

The military governor has also taken counsel with many other public men who are well known as distinguished for intelligence and patriotism, and during his residence in the island he has very patiently and earnestly studied the subject of administrative reforms. His hope, which corresponds to that of all the people, looks to an organization that may, as nearly as possible, correspond to the one which in due course of time—a time which all hope is close at hand—may be instituted in Porto Rico by Congressional enactment.

The changes that have already been made, and those now intended, should supply for the island, until otherwise provided by Congress, a form of government resembling, as respects the superior branches, the Territorial form heretofore applied in the United States to those portions of the national domain in a transition stage or one preparatory to full statehood and membership in the National Union.

The territorial government, should such be organized by Congress, might be expected to consist of a governor, a legislature, a judiciary, a secretary of state, an attorney-general, a treasurer, an auditor, a bureau of public works, a bureau of agriculture, a board of prisons, a board of health, a board of charities, and a few minor branches. The judiciary may be expected to consist of a supreme court, district or circuit courts, and primary or probate courts; there being a circuit court for each judicial district. The political divisions of the island would, following the United States practice, be counties or provinces, and towns or municipalities. The government proper would consist of three coequal though independent branches, viz, the executive, the legislative, and the judicial.

All administrative officers and heads of boards and bureaus would report direct to the governor.

As Congress has as yet taken no measures or action respecting Porto Rico, the supreme government is, under the Constitution, vested in the President of the United States, as Commander in Chief of the Army and Navy. He has designated a general officer to represent him and to perform the functions of civil governor.

As the Spanish system of administration, which has long prevailed in Porto Rico, is unknown to United States law, and as some of the statutes found in force in Porto Rico are in conflict with the American Constitution, it has been found to be necessary to modify or repeal some of those Statutes, and this has been done by the order of the military commander of the island as representing the President of the United States; but the changes have never been made without the fullest consideration, and always on the advice of leading Porto Ricans, irrespective of party.

Every step taken by the commanding general in changing the existing order of things has for its ultimate, and indeed its primary object, the adaptation of the laws and administration to suit the change that may soon come and which all desire; that is complete territorial autonomy. Several important orders have been issued of great import, and among those relating to superior administration and the judiciary are:

1. The announcement by General Brooke on October 18, 1898, that the laws of the land, not in conflict with the Constitution of the United States, would be enforced.

2. The abolition of the court of appeals by General Brooke.

3. Continuation of the council of secretaries as constituted October 18, 1898—order by General Brooke.

4. Abolishing the provincial deputation by General Brooke.

5. Dissolution of the council of secretaries by General Henry.
6. Appointment of heads of department in the civil government by General Henry.
- And the following by General Davis:
7. Instituting writ of habeas corpus.
8. Creating a board of prison control.
9. Appointing a United States provisional court and authorizing trial by jury.
10. Appointing a superior board of health.
11. Discontinuing the secretary of Justice and delegating some of his duties to a judicial advisory board and others to the courts; also establishing the independent judiciary.
12. Reorganizing the judiciary on recommendation of the judicial board.

The effect of the orders issued and of the changes resulting therefrom tends directly to harmonizing the existing system, and that to come with territorial autonomy, should such be enacted by Congress. Then the military governor would give place to a civil governor, the solicitor-general to an attorney-general, the judicial board would disappear, and the courts would be supreme in their respective spheres. The provisional United States Court would be replaced by a court created by Federal legislation.

The governor would have a legislature, Senate, and House of Representatives to regulate his actions, to make laws for the people, and to control expenditures. The treasurer, auditor, and various bureau chiefs all reporting directly to the governor, and indirectly to the legislature, would continue; but another change is necessary to carry forward the transformation and adapt it to the system which all thinking men expect and desire.

There are now provided a department of the treasury, a department of the interior, and a department of state, each with its respective head. The functions of the secretary of the treasury relating to the disbursement of funds have been committed to a treasurer and an auditor. The most important function now remaining to the secretary of the treasury is the oversight of the collection of internal revenue. Ultimately this branch of public service will also devolve upon the treasurer; but that officer is not yet ready to assume the duty of assessment and collection of internal taxes. An internal-revenue bureau must therefore be maintained for the present under supervision of native and military officials.

Complete autonomy for municipalities is very greatly to be desired and is intended to be instituted as rapidly as possible, the government of the towns to be as independent as they are in the United States. But at present a bad economic state exists in many municipalities. Some are heavily in debt and have no visible means of liquidating their obligations; large sums of money in the form of uncollected taxes are owed in nearly all the municipalities; to meet current expenses some of them propose extraordinary taxes that are not now authorized by law; in many municipalities there are mayors and councilmen who have not been elected by the people, and complaints against town administration are numerous.

All the towns need assistance to extricate them from their difficulties, and for this help their appeals are very numerous. They need public improvements in the shape of schoolhouses, hospitals, almshouses, water supply, sewers, and a great many other accessories to efficient town administration. For these reasons it is necessary to maintain a municipal bureau in the insular government so as to keep in close touch with the times and the people.

A beginning has been made at one place in supplying local self-government to the inhabitants. This is to be repeated in other towns and elections held in all of them as rapidly as possible; but this requires attention and supervision from the central government.

There are two prominent political parties, each striving for the mastery, and partisan feelings run as a spring tide. A defeated party at an election is sometimes carried away by prejudice. Those who are unsuccessful sometimes assert that their party is unfavorably discriminated against or is unjustly treated. Honest and intelligent supervision of these elections is necessary, and this can only be supplied through public spirited and honest Porto Ricans assisting the military government.

An official exercising the functions such as usually devolve upon a secretary of state will be necessary for the reasons stated.

The bureau of education, which regulates the affairs of a branch of the public service of the utmost importance to the people, and especially to the rising generation, has been separated already from the department of the interior and reports direct to the military governor, as it should later report to the civil governor and to the legislature.

The bureau of public works is a technical branch of the service, and in all our states reports direct to the governor. Of the same character is the bureau of agriculture.

It results from the foregoing that the necessity ceases for retaining the separate departments that have been presided over by able officers, collectively called "the cabinet;" and it follows that the departmental organization should cease to exist, and announcement to that effect is now made.

A very considerable portion of the population calls for the institution of changes that may confer self-government and full autonomy. It is believed that the course being pursued will lead directly to that end by the most expeditious means possible.

When the municipalities or towns have demonstrated their capacity and ability to govern themselves as do all orderly and law-abiding communities, the first and most important advance toward insular autonomy will have been taken. In the absence of Congressional legislation it is the wish and intention of the military governor to rapidly furnish an opportunity, through carefully and honestly regulated elections, for the municipalities to govern themselves and for all towns to have absolute freedom from superior restraint as soon as their governments are carried on in accordance with the principles of law, equity, and absolute justice.

The files in the office of the commanding general are now full of complaints alleging dishonest, corrupt, and unlawful municipal administration in many towns. Investigations made by impartial officers have unfortunately justified the complaints in many cases. The law-abiding people of Porto Rico can not expect or wish that the military government should cease and the towns be left in chaos, in which some of them were, and, it is feared, still continue.

A general plan for municipal elections has been resolved upon by means of which educated men and business interests of the island may have expression. This has been explained to the accredited leader of each of the political parties, and both of these gentlemen have assured me of their hearty approval and support of the proposal to hold municipal elections in the manner indicated. Each of the parties clamors for municipal elections and autonomic government of towns. If all their adherents will act according to the dictates of justice and equity, there will soon be installed in all the towns municipal governments really representing the will of the people.

It is probably beyond the power of man to devise and to carry into execution an election law that is absolutely free from defects, and that in its application may be shown to be perfect, so the adage should always be remembered that, "To err is human, to forgive divine." The military governor has no doubt that each of these parties, in the strife for the political mastery, will govern all its actions by a high sense of duty and will resort to no methods or acts that will in the slightest degree tend to discredit themselves, their respective parties, and their beautiful island.

When all the municipalities shall have happily reached a firm basis, when justice and right shall reign supreme and local affairs are honestly administered, the problem of the future government of Porto Rico will have been solved; for the next step, an insular legislature, should be an easy one and the civil functions of the military commander should cease.

The military governor can not accomplish the objects for which he comes here without the cordial support of the people. Were he able to do this without their help it would be a miracle. His best and most earnest efforts will be directed to the difficult task of making ready this island for a territorial régime when Congress shall be ready to enact it.

The industrial and economic condition of the people is now in a very sad state; but not only is it far from hopeless, it is instead full of promise.

It is the earnest hope of the undersigned, and it is also his expectation, that the tariff and trade laws now prevailing will soon be materially changed so that an impetus may be given to industrial development and remunerative labor found for the unemployed.

If all classes of the inhabitants, native and foreign, will work together for the common good Porto Rico should soon be the gem of the Antilles—the best governed, happiest, and most prosperous island in the West Indies.

GEO. W. DAVIS,
Brigadier-General, Commanding.

CHAPTER III. .

GOVERNMENT UNDER SPAIN.

The opinion of the Supreme Court has already been quoted to the effect that whenever political jurisdiction over any territory is transferred by one nation to another the local municipal laws of the terri-

tory continue in force until abrogated or changed by the direct action of the new government or sovereign. Included in the scope of the local laws here referred to are those measures that affect the possession, use, or transfer of property, and such others of a strictly municipal character as are designed to secure good order and peace in a community, or in any way to promote its health and prosperity.

The President in his order of July 18, 1898, directed that all such municipal laws should be enforced by the army of occupation unless for good and sufficient reasons the local statutes were abrogated or changed by the commanding general; and he furthermore directed that the authority of the local courts to execute those laws be respected and supported unless the military commander found it necessary to discontinue their existence and to substitute for them courts of his own creation.

It therefore becomes important to know what were the local codes, criminal and civil, and what the composition and procedure of the courts which were available to aid the military governor in preserving order and in protecting the rights of individuals, communities, associations, and corporations.

It is also important to know what laws and regulations—civil, political, administrative, and fiscal—formed the basis of the government itself.

In this chapter the constitution of the government established by Spain in Porto Rico will be sketched, explained, and commented upon, with a view to setting forth the characteristics of the same in such way that all Americans can understand the true spirit of it.

It is impracticable to set out herein the history of the evolution and development of the laws of Porto Rico, for that would involve the writing of the history of the Spanish monarchy. The writer, therefore, while endeavoring to describe in this chapter the governing agencies which the United States Army found in charge of the destinies of the island when the control of the latter passed from the Spanish authorities, limits himself to a statement of what, in his conception, were the more important features of the former régime.

Herein will be described the form of government that represented the sovereignty of Spain in Porto Rico, and the Spanish procedure in dealing with the island as a royal province. In a later chapter there will be a description of the judicial branch of the government, and of the organization and administration of municipalities.

From existing chronology it would appear that during the first century and a half of Spanish rule in Porto Rico the governors were not assigned military titles, though it is known that they represented sovereign power, and, as such, commanded all military and naval forces within the island. Of the 118 Spaniards who were vested with the royal governing prerogatives all but 3 of the last 87 were designated by military titles of high rank. From the beginning of the last century all the governors-general had the military rank of field marshal or lieutenant-general, and it was provided by royal order that in case of extraordinary vacancy the senior military officer present should temporarily succeed to the vacant governorship.

The insular budget for the fiscal year closing June 30, 1898, provided for the maintenance of a force of regular troops numbering 4,300, and for 12 battalions of trained militia. A naval force of several vessels was always kept in the island.

The entire military and naval establishments were under the direct orders of the governor-general, who was both royal delegate and commander in chief, and who, by virtue of the latter office, was designated and addressed as captain-general, as distinguished from his civil title of governor-general. It may, therefore, be correct to say that the effective governing instrumentalities in Porto Rico were military. It was, in fact, though not in form, a military government.

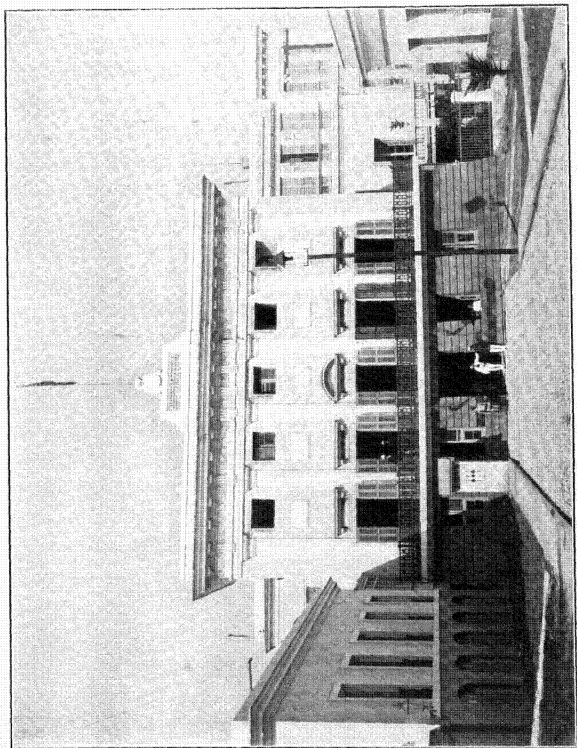
In the early part of the nineteenth century, indeed up to about 1840, the island was a military post like Gibraltar, Malta, and Perim under British rule to-day. Each town was governed by an army officer, all reporting directly to the royal representative, the captain-general.

Toward the middle of the last century the policy was adopted of giving to the larger municipalities a local government, administered through civilians named by the central military authority. By 1870 all the towns were nominally free from direct army control, but the power of the military chief, now called governor-general, to directly intervene in municipal government had not been impaired.

In 1898 the government was nominally a civil one. The direct personal command of the troops under the captain-general was vested in the general of division, who was to succeed the governor in case of unexpected vacancy in the office of the latter. The governor-general, as delegate of the King, devoted himself principally to civil affairs. His councillors were civilians, as were also the officers connected with civil administration; but the military chief of staff had his headquarters in the governor's palace, a military guard mounted daily in front of the palace gate, and the headquarters and residence of the general commanding the troops were in the nearest neighboring building. The forms of a civil government were, however, maintained, and the governed were encouraged to believe that their civil destinies were in their own hands. It will be shown in the following sketch that such a presumption was groundless.

When in the second decade of the nineteenth century Spanish influence and sovereignty in South and Central America and Mexico was decaying, when successful revolt and rebellion against Spanish rule were the order of the day in Spanish America, the tidal wave of revolt produced only a ripple on the shores of Porto Rico. In 1822 the French negro Duboy and two of his companions forfeited their lives, and the feeble attempt at an insurrection in Porto Rico inspired by Holstein, a Swiss adventurer, was nipped in the bud, never again to disturb the tranquillity of that colony, which, since its heroic and successful defense against the English in 1797, had been designated by the King as "the ever faithful and loyal island." In 1825 there was a revolt of negroes in Ponce, but the execution of twenty or more leaders ended the incident.

It is not strange that the Spanish Monarchy should have jealously guarded her only remaining possessions in the Western Hemisphere. The exodus to Porto Rico of loyal Spaniards from Santo Domingo, Venezuela, and Colombia added to the existing population a strong element whose opposition to revolution and independence was assured; and the Spanish power in the Antilles was actually strengthened and increased by her losses through revolutions in South and Central America; but the military control could not be relaxed, for Santo Domingo, the nearest neighboring island, had become a pandemonium, was continually in the throes of insurrection and the most horrible



EXECUTIVE MANSION.



disorders. The neighboring Windward and Leeward islands in the West Indies were prizes recently fought for by English and French, and the South and Central American Republics were constantly in a disturbed condition. That the government of Porto Rico should continue to be dominated by the military element was to be expected in view of the existing conditions, and the condition continued until the 18th of October, 1898, when the rule of Spain ceased forever in the Western Hemisphere.

With this prelude, a sketch will be given of the government of Spain in Porto Rico, which was replaced in 1898 by the United States military government, and later by a civil government under the flag of the American Union.

The personal delegate of Spanish royalty and sovereignty in the island was the governor-general, an officer having a military rank of lieutenant-general, and, in his character as commander in chief, the title of captain-general.

Next in order of hierarchy and succession was a general of division, and in time of peace a force of over 4,000 regular soldiers of Spain, besides 12 battalions of militia, were under his orders, all distributed throughout the island in convenient garrisons. There were seven military departments or districts, and, at the head of the troops in each, an army commandant.

The most important edifice in each pueblo was the church, and the next in importance in the garrisoned towns was the casa del rey, or barracks for the troops. The Government building of next importance was usually the theatre, but prior to 1899 there did not exist in Porto Rico a building that had been erected for a schoolhouse.

Scattered throughout the island in groups of from three to a dozen or more, occupying 100 posts and directly under the order of the governor-general, were two police organizations—the guardia civil, a corps numbering 788 men, and the orden publico, or vigilantes, a corps numbering 244 men, making a total insular police force of over 1,000 men, costing annually 500,000 pesos.

Besides the national insular police, each pueblo had its local urban and rural police, numbering for the towns all the way from three or four to eighty, and controlled directly by the mayors. So that the policing of the island required not less than 2,000 men.

The civil guard and the vigilantes were all old and experienced soldiers who had been discharged from the regular regiments with excellent character. This force was governed by regulations in which the duties of the men were stated in great detail. While the policemen were authorized to obey the orders of mayors and judges in making arrests, they also had the power to make summary arrests on their own initiative, without other authority than the regulations.

It may be truthfully said that every act of every inhabitant of the island was under the critical surveillance of these guardians of the peace. No man could say at what moment he might be arrested and thrown into jail, there to languish until the authorities saw fit either to release him without any explanation or to bring him before the courts on charges of which he was ignorant until the prosecution saw fit to make them known.

The local laws, designed to secure and protect the rights of the citizens, formed a most admirable code; but it can be readily perceived that with an investiture of the governor-general with arbitrary pow-

ers, these local laws, as applied, might prove wholly inadequate to protect the lives, liberty, and the pursuit of happiness of the people.

In the appendix will be found a synopsis of the legalized scheme of civil administration, together with a synopsis of the laws governing the administration of justice; but with almost supreme power delegated to one man, it would be surprising if the legal prescriptions written by the wisest jurists who ever lived should accomplish their intended purposes.

It is true that the codes contained provisions specifying when and how appeals to the Crown against the actions of the governor-general and other authorities could be taken, and there were provisions also to regulate and govern proceedings for the impeachment of the governor-general, but there is no record of a successful appeal to the Crown on a question of moment against the action of the government, and no record can be found of the trial of an impeachment, while the prisons of Porto Rico and Spain were filled with victims of the arbitrary exercise of power by the governor-general of Spanish colonies.

The basis of the laws respecting government was the royal decree of March 15, 1895.

While the decree establishing constitution and self-government, which was popularly described or designated as the régime of autonomy, was issued subsequent to the date given above, i. e., on November 26, 1897, yet autonomous government was never established, save in one or two minor phases; therefore, to all intents and purposes the former law of 1895 was found in force when, on October 18, 1898, the possession of Porto Rico passed to the United States.

In the appendix will be found a synopsis of the provisions under which it was proposed to establish what was called self-government, and there will be noted the steps taken before the cession to implant what was called the régime of autonomy.

Briefly stated, the civil government in its general aspects was conducted through the following agencies and dependencies: The Spanish sovereign, and dependent upon him, the ministry, the national Cortes, the minister of the colonies. Dependent on the minister of the colonies in Madrid were: The colonial secretariate, the notaries and registrars, the debt commission, the archive office and library, the colonial museum, the customs office, the royal accounts office, the transportation office, the pension office. Then came the governor-general, and dependent upon him, the insular secretary, the regional delegates, the council of administration, the board of authorities, the treasury department, the judiciary, the court of claims, public works, communications, public instruction, health, public charities, the civil guard. There were also a provincial deputation and the provincial committee. In respect of many of their functions the two bodies last named were dependent on the governor. The deputation had control or supervision over the budget, public works, means of communication, public instruction, agriculture, industries, commerce, health, charities, jails, administration in municipalities. The municipal government and administration were intrusted to the municipal council and the municipal board. These bodies had control over the budget, the municipal police, public roads, primary instruction, charities, health, cemeteries, etc.

In pursuance of the royal decrees of January 5, 1891, the administration of justice was conducted through the territorial audiencia and supreme court, the criminal audiencias, twelve courts of first instance (dependent on the audiencias), and one municipal court for each town.

There was a state religion, and the clergy were officers of the government. The clerical organization was as follows: The bishop, who was a member of the administrative council and of the board of authorities; the dean of the cathedral, the archdeacon, the chantre, 5 canons, 4 prebends, 88 parish priests, 52 assistant priests, 86 sacristans.

A fair idea may be derived from the foregoing of the scheme of government that Spain left for Americans to utilize and adapt, but the statement affords only a bare suggestion of what the working basis was.

The government as we found it was the outgrowth of centuries of experience of a highly intelligent people, and however well it might have suited the Latin race, it is but stating a self-evident fact to assert that Anglo-Saxons would find the Spanish system of government applied in its entirety to themselves to be impracticable or impossible.

Some important features of the Latin codes found in force in Louisiana, New Mexico, and California have been preserved by Americans. The civil code of France found by the English in Quebec is still enforced in the Canadian province of that name. The laws of Mauritius inherited from France and the codes of Holland established in Guiana are still largely the laws of the land in those two English colonies, but all have been adapted to the changed conditions of a new sovereignty. But Americans, who have had little experience in governing alien peoples, are inclined to be intolerant of the laws, system of administration, racial characteristics, and traditions of annexed people. It is feared that the tendency in our newly acquired possessions will be to pull down and upset, rather than to adapt and adjust the old laws to the new conditions.

The Porto Ricans are probably satisfied with their local laws; a natural condition, since they have no knowledge of, or experience with, any other statutes and administration; but the native inhabitants of the island have had very little experience in the operation of the government under which they and their ancestors have lived for centuries. It was the policy of Spain to govern through the personality of natives of the Peninsula, who emigrated to the island for such period of time as they were in office, or long enough to secure pension allowances. This policy, however, is not peculiar to Spaniards. It will be quickly seen that the same tendency or practice exists among Americans. Those who secure or accept official places in the insular possessions of the United States, and who have the option of employing natives or Americans as their subordinates, are almost certain to incline to the latter class. The natives usually do not speak English, they do not understand American methods; what they have learned of their duties usually has to be unlearned; and, generally, they are less efficient than Americans. So the latter, who in great numbers are always seeking office, are frequently preferred to the islanders, and the natives regard the newcomers unfavorably, even applying to them the epithet "carpet baggers."

The worst feature of the Spanish system of government was the concentration of power and authority in the royal representative, who governed rigorously. The King was lord of the soil and its inhabitants were his subjects, while the governor-general was the vice-king, who on state occasions was seated on a throne and held audience with all the pomp and ceremonial of his royal master. In adapting the government to the new régime there is no necessity or occasion to provide for this royal delegate, for he has forever disappeared. The

inhabitants, however, and their laws and traditions remain. The former can not be metamorphosed into Anglo-Saxons. They are what they are, and must so remain for a long time. Intimate association of a half century by the New Mexicans with their American compatriots has not visibly changed the former. No other language than "Pennsylvania Dutch" is now spoken by many thousands of the descendants of the early settlers of the Keystone State. The Porto Ricans can not be absorbed through the immigration of Americans, for the country is already more densely populated than India or any State of the Union,^a and there is no room for any large influx of outsiders from anywhere.

The problem is to adapt their old laws and methods to the new conditions, for it is useless, and indeed impossible, to wipe out the existing statutes and secure intelligent observance of an exotic code of justice and procedure. The laws of the land need no very material modification in text. Adapted so as to conform to the standard of the American Constitution and honestly administered they will be found to fulfill every requirement, and Porto Rico may become a well-governed, peaceful, and law-abiding country, her own codes principally prevailing.

As has been noted, all legislative power, even to the smallest details, was reserved to the sovereign and his ministry. All appointments to office were also controlled from Madrid, so there was no possibility of local initiative in any function of government save by petition. For administrative matters the governor-general was the repository of all powers. He was provided with his council of administration, and board of authorities, both purely advisory bodies, the latter being made up principally of the same men who sat in the council, and members of both bodies being appointed by the Crown. On certain matters the governor was required to hear the council, but he was not obliged to adopt their views. This council was a sort of a ministry, but not a responsible one. The board of authorities the governor could hear or not as he chose, and he could adopt or reject their opinions.

While the delegates of the provincial deputation were supposed to be elected, yet in fact they were the choice of the governor, for he could in practice remove or suspend the members at will.

This deputation was purely an administrative body, a sort of buffer between the municipalities and the government in respect to all questions of a local nature that might arise. The will of the governor practically controlled the dispositions of the deputation. The two regional delegates of the governor were his inspectors, or, it might be said, spies, over the municipal authorities, and these latter never presumed on any action that was not sure to be acceptable to the delegates.

The governor had the right, if he chose to exercise it, of appointing all the mayors. As the town councils, or aldermen, knew this, they never proposed a mayor until they knew that the election would be approved at San Juan. The municipalities were in a most unsatisfactory condition, not only as respected government, but also in regard to physical and financial conditions. They were nominally responsible for the highways, yet in practice none were built save with insular funds. They were responsible for primary instruction of the youth; yet no more than 8 per cent of the children of school age in the island were ever inside a schoolhouse. There were supposed to be local

^a Census, 1899.

hospitals and asylums; but, save in a very few towns, there were no such institutions. The cemeteries were scarcely more than composite heaps of human remains. The local police were incompetent or untrustworthy, and after the civil guard disappeared with the departing sovereignty of Spain criminals were uncontrolled.

The primary schools were supported by the municipalities, yet the local authorities could not appoint teachers, who were all of the official category, their selection and warrants being determined according to an elaborate central system. These teachers could collect tuition from all those whose parents were able to pay, so the poor had little chance of securing attention. Finally, there was scarcely a municipal treasury that did not have a floating debt, resulting in nonpayment for many months or even years of earned salaries of the public town officers, police, and teachers.

There was an orphan asylum in San Juan, supported by insular funds, yet its beneficiaries were almost entirely residents of the capital. In fact, the "beneficiencia" was for the benefit of a single town, but the island footed the bill.

To provide for the higher instruction of young men and women there were two religious schools, both supported by the island in part, and housed in public buildings, yet the religious orders conducting those schools were authorized to collect tuition charges. In one of these institutions there were supposed to be ten poor girls, for whose education there was an annual insular appropriation; but it was reported that these pupils were in fact the daughters of rich men and of government officers, the education of whose children became a charge to the state. That such abuses existed was the fault not of the laws, but of their administrators. The former, honestly executed, would have prevented these wrongs and protected the poor.

It is not necessary to state that the inhabitants were without experience in conducting a government. Real self-government was unknown, for no inhabitant of the island had ever participated in any legislative or real self-governing function. They had no conception of any government that did not require of them compliance and submission. It remains to be seen if these novices in self-government will make proper use of their granted privileges under the recent law of Congress, which provides for the present establishment of a large degree of autonomy.

CHAPTER IV.

PROVINCIAL AND MUNICIPAL GOVERNMENT.

Under the preceding title are some references to the Spanish subdivision of the island for political and military purposes. For convenience these will be briefly recapitulated.

The island was a province, divided for political purposes into two regions; i. e., the north and south, or San Juan and Ponce, with about equal population; but these subdivisions were without importance, save that in each there was a representative of the governor-general, who was known as the regional delegate, receiving a salary of 5,000 pesos. These men were simply political agents, having as their duty to keep an eye to everything political, social, industrial, and fiscal, to

see that alcaldes were restrained or sustained, their accounts scanned, and the governor kept generally informed. Each region elected six members "at large" to the provincial deputation once in four years.

The military subdivision was a segregation of the island with appropriate and convenient geographical command for police purposes. In each of the districts was an officer of the army of the the rank of captain or higher. A military force under him occupied the larger towns. There were seven of these districts, taking their names from the head town in each—San Juan, Ponce, Arecibo, Aguadilla, Mayaguez, Guayama, and Humacao. There were from 7 to 12 municipalities in each district, and, in 1890, an average of about 135,000 inhabitants.

The civil guard was formed in 1872. It was distributed throughout the island in a hundred or more detachments of from 5 to 15 men each, and in every military department was a superior officer of this guard, who commanded all the detachments of his force within the jurisdiction.

There were also revenue districts, in each of which was a collector of internal revenue and other taxes. There were eight of these subdivisions, their limits corresponding to the military departments, except that Vieques and Culebra formed the eighth.

There was also a judicial division of the country. To the three criminal audiencias the whole area was apportioned, making three principal judicial districts; but these in turn were subdivided into smaller areas, 11 in all, and in each subdivision was a court of first instance, sometimes referred to as a primary court. The judicial limits were never the same as those of the military departments. The courts of first instance were dependent on the audiencias, three to one, four to another, and five to the third, for there were two primary courts in one of the subdistricts.

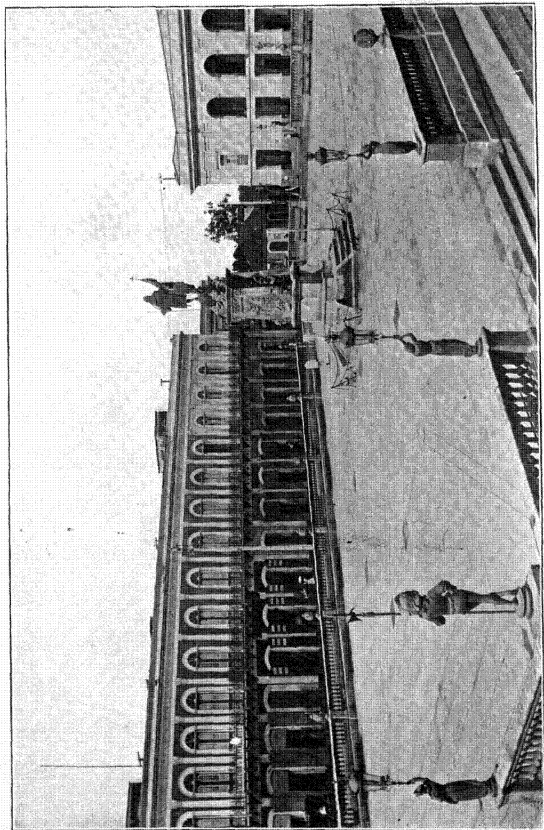
At the time the sovereignty passed to the United States, there were 69 municipal districts, and no one was in any way administratively affiliated with any other. The only occasion where the action of one municipality concerned another was once in four years, when the electors of an entire regional district voted for deputies to the provincial assembly; but, as will be seen later on, the result of the elections was usually determined before they were held.

The composition of the provincial assembly and its powers are described in a previous chapter. It had no legislative functions of any kind, but it had a certain limited control over municipal affairs, and served as an intermediary between the town authorities and the governor, thereby relieving the latter of much routine work. Besides, the assembly, or deputation, as it was usually called, had control over certain governmental affairs, the principal of which were charities, including the care of the insane, public works, jails, and schools.

Its chief functions were administrative, and it had certain sources of income, which for the year 1897-98 were as follows:

	Pesos.
(a) Fifty per cent of the territorial tax	205, 000
(b) Fifty per cent of the industrial and commercial tax	120, 000
(c) The whole of the tax on loading and discharging of vessels and embarking and disembarking of passengers	245, 000
(d) The revenue derived from the sale of postage stamps	128, 000
(e) The tax on lotteries and profits of the latter	309, 700
(f) Income from schools and asylums	10, 000
(g) Uncollected revenue of previous years	50, 000
(h) A proportion from municipal revenues	150, 000

Total 1, 217, 700



PLAZA OF MAYAGUEZ.

1899
1899

1899
1899
1899

1899

The collections under (a) to (d) and part under (e) were effected by the general administration, and paid over in gross to the deputation. The other taxes were collected by the deputation directly, and the total amount was expended under its directions for the objects of general utility assigned by law to the provincial assembly. The cost of administration of its several charges in 1897-98 was 238,000 pesos.

While the deputation was over the municipalities, and a sort of buffer between the governor and the *alcaldes*, yet the latter were reached more directly and effectively by other agencies. The deputation was concerned only with administrative matters, but in political affairs the delegates of regions had all-important functions. They were no more and no less than lieutenant-governors, or delegates to whom was intrusted an executive inspection and inquisition over municipalities. As they were controlled by no definite written rules of law, the will of the governor controlled and governed them wholly. *Alcaldes* naturally treated them with great deference, for the delegates were masters of every situation, being to all intents and purposes the governor himself, who could, and often did, remove municipal officers; besides, all original appointments of *alcaldes* and their assistants could be made by the governor if he chose to exercise his prerogative.

Notwithstanding the fact that councillors were required to be elected, and therefore were supposed to represent the will of the people, yet there could be no real autonomy and self-control exercised by the town councils, who were really subservient in all things to the superior power in San Juan. The deputation controlled the council in administrative matters, and the delegates in things political. It is not surprising that honest and efficient municipal government should not exist; in fact, it would have been a miracle if, with all the constraints and inspections to which the local authorities were continually subjected, good administration had ever been found. The miracle did not supervene, and the type of municipal government found by Americans was but another name for misrule.

Going back to the beginning of the nineteenth century, and observing the system of government then implanted, we find that Porto Rico was a military colony—really a military post—like Malta and Gibraltar to-day. The governor was the captain-general of the forces, and he practically had the power of life and death over the inhabitants, who in 1800 are reported by historians as numbering 155,000. In each center of population was a military representative, an appointee of the captain-general, styled *teniente á guerra*, or war lieutenant. He was, in fact, the local governor of the village—or, it might be said, the government itself. In him were combined the powers and authority of *alcalde* and judge. He commanded the troops, and resided in the *casa del rey*, or barracks.

The church was, of course, very powerful. Porto Rico was a diocese at first dependent upon the archbishop of Santo Domingo, but afterwards independent of that center. The clergy were numerous, there being a priest in each town, who was always consulted by the King's lieutenants. Tithes and "first fruits" were collected and used for support of the government, and indirectly of the clergy.

Prisoners and convicts from neighboring islands were confined in the *galleys* of Porto Rico, and many of the present inhabitants are descended from these convicts, who, when liberated, settled in the country. In 1800 about 5 per cent of the population were slaves brought

from Africa. Coming down to the last half of the last century, we find that to a few towns was accorded more dignity than to others; and five of the principal places—San Juan, San German, Coamo, Aguada, and Arecibo—had a mayor, vice-mayor, and two councilors. A little later, however, these preferred cities were reduced to three—San Juan, Ponce, and Mayaguez. By 1865 they had been granted somewhat more dignity as respects local government; each had an alcalde, two recorders, and a secretary, and, in addition, a council consisting of the commanding officer of the troops or militia, the two richest merchants, the two largest landowners, and the parish priest. In San Juan the captain-general was president of the council and the alcalde vice-president. All these officials were appointed by the captain-general.

But by this time a judiciary had been organized, which, in its higher branch, was much the same as in 1898. There was a territorial audiencia, which was a sort of supreme court in criminal and civil matters, an administrative court, a military court, and a naval court. Then came eight courts of first instance, one in each of eight districts, and lastly the mayors, who could dispose of all misdemeanors and had jurisdiction in civil matters where the sum involved did not exceed 50 pesos; but these local governing bodies were subservient to the central authority in all things.

In 1870 the present provincial deputation was organized, and by 1880 the government of towns had been established as the Americans found them in 1898, having meanwhile been dignified with titles previously unknown in Porto Rico. They were all styled municipalities, and had the attributes, powers, and responsibilities which, under our special laws, are conferred upon what we call cities. Toa Baja, with 4,000 population, has a government that is the same in all essentials as the government of the municipality of London or New York.

The laws provided for the following officials in the municipalities, salaries being fixed as stated: One alcalde, salary fixed by town council; two to five assistant alcaldes, no salary; seven to twenty-five councilors or aldermen, no salary; one secretary of council salary fixed by council; one municipal judge, paid by fees; one substitute judge, paid by fees; one judge's secretary, paid by fees; one chief of police, salary fixed by council; one or more municipal physicians, salary fixed by council; school board, no salary.

The councils provided for the towns varied in numbers, according to population, from 10 to 30 members. The highest salary paid was in Ponce, where the alcalde received 3,500 pesos. Then there was a municipal board, in numbers equal to the council and appointed by the latter.

The estimated income of the several executive and administrative bodies in Porto Rico for 1897-98 were:

	Pesos.
Municipalities	2, 799, 853
Provincial deputation	1, 217, 700
Insular government	4, 710, 000
Total	8, 727, 553

Or about 9.16 pesos per capita of population, equal to very nearly \$5.50 gold for each man, woman, and child, an amount which, considering the general poverty of the people, must be regarded as very high. The island, however, had a very small debt, the aggregate not

exceeding one dollar per capita, while the per capita debt of the inhabitants of the United States—municipal, State, and General Government—was nearly \$33 in the year 1898.

The sources of revenue available to municipalities were various, and as to origin, were, with one exception, similar to those of our own cities. The exception relates to what was called the *consumo* tax, which was levied on foods, beverages, and fuel. These taxes yielded from one-quarter to one half of all the municipal income. In respect to methods of assessment and collection, the Porto Rican practice was usually quite different from the American. The collection of many taxes, insular and municipal, was farmed out at public auction. The budget law recognized this system and each budget contained a surcharge of 6 per cent to cover cost of collections. If the public bidding did not result in a reasonable bid the authorities were authorized to collect the taxes administratively. The Bank of Spain had a contract with the general government to collect the insular taxes for a commission of 5 per cent.

In some, indeed in many, towns the administration was most vicious, and frauds and peculations were common, admitted by all; yet the law provided severe penalties for officials aiding or permitting, or who did not prevent, fraud and malversations. The treasurer or depository of Caguas turned over his duties to his successor early in 1899. His books showed a large balance of cash on hand; yet, though the chest was empty, no proceedings were taken to enforce restitution. The bond of fidelity taken was worthless, and there was no way to recover the funds stolen. The members of the council who were in office when this occurred were personally responsible, yet they were not held to an accountability.

The change of government in 1898 produced confusion in administrative matters. The law of autonomy had just been put in force so far as related to the central government; but the war came, constitutional guaranties were suspended, and heavy war surtaxes were imposed. It had not been possible to put in operation the laws for municipal reorganization, and the old system continued. So it resulted that, while the central government was constituted under the new laws, the municipalities were governed under the old statutes. The legislative chambers were organized, but the next day the laws of war were declared in force and all others were silent for the time being, except in so far as the military commander saw fit to give them vitality.

The American commanding general on taking control at once exercised his power of legislation, and statute after statute was abrogated. These were generally tax laws, and heavy inroads were made upon the tax resources, while slight changes were made causing additions to the revenues. The following taxes or sources of revenue were abolished or changed by military order shortly after the change of sovereignty, all resulting in a loss of income: Stamped paper and stamps, estimated insular revenue 1897-98, 184,200 pesos; royal dues on conveyances and transfers of property, estimated insular revenue 1897-98, 148,000 pesos; fishing privileges (these had benefited only municipal treasuries); municipal tax on fresh beef used by the army (municipal); consumption tax on flour, bread, and meat (municipal); the laws respecting taxes on land changed (state and municipal); tax on earnings of workmen abolished (insular and municipal); *cedula* tax, estimated insular revenue 1898-99, 31,000 pesos; tax on cattle (insular and municipal);

fishermen and fish exempted from any tax (municipal); brick and lime kilns exempted from any tax (insular and municipal); huts owned by the poor exempted from any tax (insular and municipal); all professional income exempted (insular and municipal); tax on agricultural and sugar-making machinery reduced (insular and municipal).

Of course, these changes added to the confusion. Moreover, the personnel of the central government was changed. The new officials were uncertain as to their own powers and unfamiliar with their duties. The municipal officers, too, were in doubt as to what laws were in force, and were beset with difficulties, for which, temporarily, there was no remedy.

After May, 1899, there were a few changes, resulting in an increase of revenue for the municipalities, whose resources had never been so heavily depleted and who were in a nearly prostrate condition. The most important of these was the imposition of a tax upon the manufacture of liquor and tobacco, the entire proceeds of which went to the municipal treasuries. Another order allowed the town councils to levy and collect taxes on certain municipal privileges, the keeping of dogs, etc. These taxes were not a burden, and the revenues collected were of considerable benefit.

By degrees the military authorities and the officials administering civil affairs under them obtained a better conception of the conditions, and, one by one, the doubts were cleared up, problems solved, and a better administration was made possible. The condition of the municipal government, however, continued bad up to the conclusion of the military régime.

During the fall and winter of 1899 and 1900 municipal elections were held in all the towns and municipal officers installed who were the choice of the people; but intense partisan animosity was manifested, which, but for the presence in the island of a considerable military force ready to intervene, would, it is feared, have resulted in bloodshed. The election orders reduced municipal councils nearly one-half and abolished the municipal boards. They also provided that the municipal judges, previously appointive officers, should be elected. A board of education was also elected in each town. Mayors, who under Spanish rule were, or could be, appointed by the governor, were chosen by the people; and the elections were so conducted that the political minority had a one-third representation in the council. The regional delegates no longer existed, so the council was freed from their machinations.

At the time when the councils for certain special purposes were made up of a combination of the councilors and the members of the municipal board an unwieldy body resulted. It was found that in practice the alcalde and a few of his friends dominated everything, the others absenting themselves from the sessions, or took no interest. This was probably as it was intended to be.

There was not much improvement in procedure and administration after the newly elected councils were installed. It seemed to be impossible to break away from the old practice. The alcalde still continued to be the dominating power, as he was always of the party holding a majority representation. The tendency was for the minority to be absent or decline to vote—this notwithstanding the fact that the rules of procedure enacted heavy penalties for illegal or unnecessary absence.

The industrial conditions continued exceedingly bad. The hurricane had about destroyed the coffee industry, which, though flourishing formerly, had, for a year or two before the expulsion of the Spanish authorities, been greatly handicapped by the low prices prevailing.

The coffee planters in 1898 were almost all burdened with large indebtedness, either floating or secured, and the creditors were pushing for liquidation of mortgages. The interest rate of these obligations was all the way from 10 to 24 per cent; and, as military orders had forbidden the foreclosure of mortgages, no new loans could be placed at any rate of interest. The hurricane of 1899 destroyed the means of subsistence of the poor as well as many of their huts, and in the coffee districts the towns were thronged with beggars, and the roadside lined with the hungry and the dying.

The municipal authorities could not collect taxes that were due, and the income counted on by approved budgets could not be realized. Police, school-teachers, and employees generally were unpaid, and civil hospitals that had not been wrecked by the storm were closed or unable to receive the deserving applicants who thronged to them. An approved budget, regularly formed, became only some sheets of paper, and really meant nothing more than that the town needed such and such amounts to administer its affairs.

Those taxpayers who could pay often had no confidence in the honesty of the officials and so would find pretexts for refusing payment, and such proprietors usually had enough influence with the courts to prevent the collection being enforced by judicial procedure.

Fortunately very few of the towns had any considerable indebtedness, and none, save San Juan, Arecibo, and Mayaguez, had any bonded debt whatever.

The existing floating debts had resulted from nonpayment of overdue taxes. Petitions for relief from assessments poured in upon the government, and it was very difficult to discriminate between the just and the unjust. The insular budget for 1897-98 relied on the collection of 24,800 pesos of back taxes due the central treasury. The amount of indebtedness to municipalities under this head was not ascertained, but it was probably many times greater.

The island counted on receiving 410,000 pesos as a land tax for 1897-98, and the municipalities were entitled to collect 547,000 pesos under the same head, but not more than two-thirds of these sums were ever collected. In 1899-1900 the island relied on collecting \$291,000 in the shape of agricultural, urban, and industrial taxes, and the municipalities were entitled to the same sum, but in the ten months preceding the close of the military government all that could be collected by the insular treasury was \$124,556.39, which was at the rate of about \$149,000 for the entire year, the municipalities receiving the same.

This shows to what straits the finances of the island had come at last. The only remedy that was suggested by the natives was to borrow, but borrowing is never possible unless a lender can be found, and since the municipal authorities had no local credit at any rate of interest, and since the corruption and maladministration in the municipalities was notorious, the folly of looking for foreign loans was apparent.

The insular treasury, by military order, assumed many heavy burdens which properly belonged to the local centers, such as salaries of school-teachers and cost of school materials, the maintenance of local

jails, the making of roads, the support of an insular police, and the care of orphans, but while there would seem to be little expense left to the municipalities, yet their budgets for 1898-99 demanded of the taxpayers nearly a million and a half dollars for that year.

Realizing that they could not borrow from foreign investors, the local authorities appealed to the Government for help and sent delegations to Washington to intercede for them, appealing to Congress to extend its credit; but all such efforts were doomed to failure, and the fiscal condition of towns, when the military government closed, was much the same as it had been two years before.

Under the autonomous constitution which had been decreed by Spain, and, later, under the act of Congress for providing a temporary government, the municipalities demanded complete autonomy. In the judgment of the writer, it would be a great misfortune for the people of Porto Rico if this right and power should be conceded. It is their hope and desire to borrow money, nominally for the purpose of paying back debts and maintaining current administration. If, however, loans should be effected (which seems impossible) the proceeds would be inevitably squandered, as the proceeds from taxes have been in the past; and where the money was spent there would be no substantial results to show. Heavy interest and amortization obligations would be added to their current burdens, and default in payments would ensue.

The régime of self-government continued the provincial deputation with unchanged personnel and functions. Branches of public administration assigned to it by the law referred to were public instruction, charitable institutions, and means of communication. The law also provided that the insular assembly could legislate respecting the details of the provincial administration, but could not abridge the powers granted by the constitution to the municipalities or to the provincial assembly. Since there was to be an insular legislature and all the requisite administrative branches, it is impossible to comprehend the reason for preserving the old provincial deputation. There does not seem ever to have been any good reason for its existence, and much less was this so after the local legislature was created.

One of the guaranties contained in the law of autonomy accorded to each municipality "the power to frame its own laws regarding public education, highways, public health, municipal finances, as well as to appoint and remove its own employees." In 1898 a municipality attempted to make a change in the personnel of its employees, citing as authority this law of autonomy. The papers came up to San Juan, probably because the persons removed had been originally nominated by the central authority, as was customary, and they objected to losing their places. The members of the council of secretaries objected to conceding to a municipality the power to oust their protégés, so the municipal authorities were told that it was held that their action was illegal, and the military governor confirmed this. This case is cited to show that the cabinet, all natives, was opposed to conceding any authority to local bodies that would limit their own patronage and so curtail their power.

In the view of some highly intelligent and representative natives, the provincial assembly served a good purpose, for it was a representative and elective body, through which the people could be heard concerning their local affairs. While the governor was given power to

remove members and suspend the sessions, he could not silence the deputation permanently, nor could he refuse to submit to Madrid their petitions or those which they forwarded from the municipalities. This, it was said, was a great step forward toward self-government, reluctantly conceded, yet finally given, and a great boon. To this view the former vice-president of the deputation gave expression, but he also remarked that the time had come to dispense with that body.

The foregoing gives a fair statement of the provincial and municipal governments as they existed in October, 1898. By May, 1900, considerable change had taken place. The deputation had been abolished. Municipal officers, the choice of the people in a fair election, were in charge of the local governments, and many schools, having promptly paid teachers, were in session in the different towns. Heavy burdens of expenditure had been removed, and the power of a central authority to appoint and remove officers and employees had been taken away. A great stride had been made toward the goal of financial solvency and home rule, but much yet remained to be done before the island could be truly said to have good government, guaranteeing and bestowing equal rights, privileges, and responsibilities to all.

It is a melancholy reflection that there is no instance when the Spanish race, through an honest exercise of the elective franchise, has been able to establish and maintain such a government.

CHAPTER V.

MILITARY LEGISLATION.

Under the title "Military government" has been presented a statement of the conditions that determined the policy of the department commander with respect to the enforcement, change, or abrogation of the local laws, and the substitution for the local courts of other tribunals established by military order.

The scope of these orders was very wide. Almost every branch of administration—political, civil, financial, and judicial—was affected by their provisions. It may be that the military governors exceeded their authority when they changed codes, the provisions of which were not in conflict with the political character, institutions, and Constitution of the United States; but, in the absence of instructions to the contrary, it was conceived to be the privilege and duty of the military commanders to make use of such means with a view to adapting the system of local laws and administration to the one which, judging from precedents, Congress might be expected to enact for the island, thus preparing the latter for a territorial régime when Congress should be ready to authorize it.

It has been pointed out that the course adopted is understood to have been, tacitly at least, approved by Congress, for with two slight exceptions, specified in the act of April 12, 1900, every order promulgated by the military governors has been confirmed by Congressional enactment, has become part of the supreme law of the land, and will

so remain until abrogated or changed by Congress or by the legislative assembly of the island.

The process by which a decision that affected codes, courts, or public administration was reached has been described; but it may be expedient to explain the same more in detail and to show what were the instrumentalities and agencies employed to affect the result sought to be accomplished.

The commanding general was furnished with a military staff, the usual functions of which related to executive administration of the army service; but many of these staff officers, as well as those of the line, were constantly performing civil duties. The chief of staff of the first military governor was himself a general officer of the Army, of broad mind and long experience. His successor was another able officer, and the duties of his office brought the chief of staff into very close touch with the inhabitants.

As most of the important military legislation was enacted during the tour of duty of the last military governor, the personnel of his staff, that had direct relation with civil matters, will be sketched.

The chief of staff was the principal military officer next to the commanding general. He prepared and signed all orders, collected reports, and prepared briefs.

The advisory board on insular affairs was composed of nine of the most learned, reliable, and representative public men in Porto Rico. They were consulted on every important question and their assistance was very valuable.

The judicial board consisted of five lawyers, three of whom were Porto Ricans of well-known ability, leaders at the bar, and fully competent to expound the local laws. Two Americans sat on this board, one the law judge of the United States provisional court, and the other an army judge-advocate, both able men.

At the head of certain civil affairs was an officer styled the civil secretary, a position analogous to a secretary of state in a State or Territory of the Union. The gentleman filling this position was a man distinguished for his learning and accomplishments, and for his exact knowledge of the civil, industrial, and social status of Porto Rico; he besides had a very extensive knowledge of the island's history, laws, and domestic institutions.

The native members of these boards were all Porto Ricans, and therefore had generally been debarred from full participation in the government under Spain, but they had, nevertheless, been close observers of all that transpired, and they were well qualified to advise and assist the chief executive in his difficult position. They are all believed to have been perfectly loyal and upright, and to them the gratitude of the undersigned is due. Only one of them, the civil secretary, received any compensation for his services, and it was paid to him because of the important administrative duties delegated to the office that he so ably filled, and that occupied all his time.

These were the principal advisers and assistants of the last military governor in administering the civil affairs of the island. All important questions affecting the civil administration were referred to the advisory board, and its recommendations were always attentively considered. Questions relating to the judicial administration were always referred also to the judicial board, and all questions and all board reports passed over the desk of the civil secretary and the chief of

staff. The other administrative officers in the military government were:

	Natives.	Americans.
The board of prison control.....	3	2
The board of public works.....	2	1
The board of health.....	2	4
The board of charities.....	2	4
The board of education.....	6	1

The civil secretary was at the head of the bureaus of state and municipal affairs, internal revenue, and agriculture.

The auditor was an officer of great experience from the Treasury Department in Washington.

The treasurer and the collector of customs for Porto Rico were officers of the army.

Questions touching legislation affecting any branch of the public service were always referred to the head officer of the corresponding judicial or administrative department, for opinion and presentation of all relevant facts and conditions.

The first important order published was by General Miles, who made applicable to the island the instructions of the President of July 13, 1898, respecting Cuba, and the next was General Brooke's, of October 18, 1898, one paragraph of which forbade the exercise of jurisdiction by the criminal courts over any crime committed by or upon an officer, soldier, or camp follower belonging or attached to the Army. The maintenance of peace and good order by commanders of troops was also enjoined. Another paragraph announced the supremacy, for the time being, of the military authorities, and the intention of the commanding general to abstain from interference with the people, so long as they yielded obedience to the temporary military government. On the other hand, the civil authorities were promised support in the punishment of wrongdoers. Another important provision announced the fact that the provincial and municipal laws affecting the settlement of private rights, and providing for the punishment of crime, were to be enforced as formerly, unless incompatible with the new conditions, in which contingency they would be suspended. Officers of the insular and municipal governments were required to take the oath of allegiance to the United States, or suffer removal. The local constabulary and police were recognized, protection for public and private property was promised, and the freedom of the people to pursue their ordinary avocations was assured.

On the 27th of October the law concerning judicial limitations was repealed; another paragraph abolished the tax previously paid by means of stamped paper, and still another of same date abolished the court of administrative litigation (*contencioso administrativo*).

This is the first instance of change of a local law by military order. The change made by the first paragraph was indispensable, because the law replaced required a judicial procedure which was repugnant to the laws and rules of the United States. The stamp tax could still have remained without interfering with any law of the United States, written or unwritten, just as has been done in the Philippines, and the administrative court could have continued its functions without any impropriety or illegality; but, doubtless for good and sufficient rea-

sons, General Brooke saw fit to wipe out the laws relating to stamp taxes and to the court referred to; but if the view expressed by the Supreme Court prevail, as previously cited in the case of the Chicago, Rock Island and Pacific Railway Company *v.* McGlinn, to the effect that municipal laws of an annexed territory are to be preserved and executed, then the order (No. 4) of General Brooke of October 27 was unwarranted, or its observance would be unwarranted after the state of war closed.

An order of November 4, required that the existing laws and rules respecting transaction of public business be observed, continued the council of secretaries that had been appointed by the last Spanish governor-general, and directed that the subordinate officers of the government communicate and report, as formerly, to the respective secretaries or departmental chiefs.

The Official Gazette, in which all the laws, orders, decrees, and official notices had always been published, was, on November 5, ordered continued as the official organ of the government—a very salutary measure, for the official, professional, and business classes have for many years been accustomed to look in this daily publication for all official announcements.

The importation of merchandise had long been conducted through certain merchants. Their number was limited, for it had been found by experience that it was better to concentrate this business in the hands of a few responsible men who were familiar with the technicalities than to permit it to be handled by many irresponsible and ignorant persons. On November 9 the old system was ordered continued.

On November 12, 1898, General Brooke ordered that the direct taxes due and to become due, as well as back taxes, be collected and paid over to the officials of the finance department, and taxpayers were cautioned that the nonpayment would be followed by compulsory collection. A very important feature of this order was the provision which required that taxes in arrears be collected. With respect to taxation in the territories taken over from Spain through cession and relinquishment, it is understood to have been held by some able expounders of law that it was not proper or legal for the new sovereign to exact the fulfillment by taxpayers of obligations accruing previous to the cession, this on the theory that by the act of cession the portion of the regular taxes then unpaid was cancelled and wiped out, a view that is understood to have in turn involved the assumption that all claims of individuals against the former government, not evidenced by valid contracts, were not to be recognized by the succeeding government. General Brooke, it is evident, took a contrary view of the equities and legalities of the situation, and his opinion was shared by his successors. The change of sovereignty took place in the fourth month of the fiscal year then running, and the budget law of that year was in force. The latter law required that certain assessments be made, taxes and imposts be laid, and the amounts collected. A few taxes were required to be paid annually in advance, but nearly all, except customs, semi-annually. It was permissible that tax gatherers in some cases should accept notes of hand, bearing interest, for a part of the indebtedness. As the first quarter of the then current fiscal year had not been completed when General Brooke became responsible for the government, and as a state of war had existed in the island for some months previously, thereby disturbing and dis-

jointing the machinery of civil administration, but a very small part of the year's collections had been effected. To ignore the budget for the current year, and arrange and establish a new one for the remainder of the year, was impracticable. What General Brooke did by his order of November 12 was, in effect, to ratify and confirm the budget law then in force, and to accept it as ruling during the remainder of the year; and attention is called to the fact that one of its provisions required the collection of back taxes unpaid at the time that the annual budget law took effect. So the military governor took upon himself the collection of delinquent taxes, and it necessarily followed that when a claimant proved an overpayment in the past, or any indebtedness growing out of the administrative procedure, such claim or indebtedness was bound to be recognized and adjusted by the new government. This was the practice followed until May 1, 1900, and, it is understood, is the continued practice under the civil government.

Claims of a considerable aggregate amount which accrued under the Spanish régime of Porto Rico were presented to the military governor by inhabitants of Porto Rico. A typical one was forwarded to the Secretary of War for decision as to the course that should be followed in respect to all other claims of like character. An opinion was rendered by the solicitor of the War Department, to the effect that the provisions of the treaty of Paris required that the action of Congress of the United States is necessary before such claims can be settled, and that the military government could not lawfully pass upon them without authority of Congress.

Another very important tax law enacted by General Brooke was his General Order No. 16, of November 26, wherein he abrogated the "royal dues" tax on conveyance of property, and another on property bequeathed, devised, or inherited. These two taxes had been yielding about 150,000 pesos yearly.

Three days later he abolished the insular assembly, which had the name of the deputation provincial or provincial deputation, an administrative body composed of twelve elected deputies. It was hardly more than an advisory council to the governor, and he could suspend or remove any member or suspend the functions of the body; but it had been in existence for a long time and attended to many branches of insular affairs important to the people, such as roads, schools, charities, and sanitation. Through this deputation the municipalities communicated with the central government and made known their needs, but it had no power of legislation. Indeed no one in Porto Rico had such power, the right to legislate being specially retained and exercised by the Crown. The reason for the discontinuance of the deputation was its wholly unnecessary character and incompatibility with the new administration. The duties which had been assigned to the deputation were distributed to the different departments of the government and a liquidator appointed to close up its affairs. A commission of four Porto Ricans was ordered to ascertain the assets and liabilities and take over or distribute its property to the appropriate departments, but the commission never made any written report of its proceedings or transactions.

During the following year considerable sums were received and paid by the liquidator, but it became evident that a final settlement by this officer was not possible, as the cash assets were insufficient to discharge the outstanding obligations, and there were many debts owed by

municipalities which were then uncollectable. By an order published in April, 1900, a commission was named and charged with the duty of the final settlement of the affairs of the deputation, and rules were laid down to govern the premises. That commission had not completed its work when, on May 1, 1900, the military control of the island ceased.

In order that means might exist for disposing of appeals formerly made to the supreme court in Madrid, power to consider and decide all such cases was, by general order dated December 25, 1898, conferred on seven judges composing the territorial audiencia.

The orders above referred to were all made by General Brooke. There were issued by him a few others of minor importance that contained legislative provisions. The important legislation originating with General Henry is sketched as follows:

December 8, 1898 (date of assuming command).—Order directing the appointment of military commissions for the trial of cases of murder and arson, the local courts not yet having brought in a conviction in a single case.

December 13, 1898.—Order reducing the drawback on salaries of temporary school-teachers, in favor of the teachers' pension fund, from 50 to 10 per cent.

December 14, 1898.—Order abolishing the personal identification certificates, which had been in force by royal decree since 1867. The tax collected on the issuance of these certificates had produced an annual revenue of about 30,000 pesos.

December 22, 1898.—Order changing the rules of criminal procedure in respect to crimes of robbery, kidnapping, arson, murder, and manslaughter, in order that those charged with the commission of the crimes specified could be speedily tried and punished if guilty.

December 23, 1898.—Order announcing that vacancies in the municipal councils would be filled by members of the political parties in such manner as to balance partisan representation in said councils.

December 26, 1898.—Order of the President was published forbidding the granting of concessions and franchises in Porto Rico without the authority of the Secretary of War.

January 3 and January 27, 1899.—Orders making vaccination compulsory, resulting in the vaccination of practically all the inhabitants of Porto Rico, and in the effectual stamping out of smallpox.

December 30, 1898, and January 5, 1899.—Orders abolishing the consumption tax on flour and authorizing consumption taxes on liquor, tobacco, and luxuries, dealers being also required to pay the license tax specified. The consumption tax on meat was abolished in an order of General Brooke.

January 19, 1899.—A new system of land taxation was established. The tax ordered varied from 25 centavos per acre for the poorest, to 1 peso per acre for the best land, nonresidents to pay a surtax of 50 per cent additional.

January 25 and 27, 1899.—Orders establishing an insular police of 313 members, to be charged with the "prosecution of evil-doers, the capture of fugitives, and the preservation of public order, whether by its own initiation or in compliance with instructions of the authorities, to whom it shall render its assistance whenever same may be necessary." This force was organized and rendered most valuable assistance. (For the full regulations governing it, see Circular 39, 1899, Headquarters Department Porto Rico.)

January 28, 1899.—Municipalities relieved from the payment of the expenses connected with jails, the insular treasury assuming the same. Tax on cattle breeding abolished, also the tax on butchers and bakers.

January 29 and February 1, 1899.—Notarial fees materially reduced.

February 1 and 12, 1899.—Prohibiting the foreclosure of mortgages on agricultural property and buildings for one year from January 19, 1899. Order did not apply to personal debts unsecured by mortgage nor to debts secured by mortgage whereon the interest had not been paid. This stay law had far-reaching effects, and whether the good overbalanced the evil it is very hard to say. As the expiration of the period of prorogation approached, the military governor was petitioned to continue the prorogation, and also to refuse such action. After a full consideration he decided that he had no power to take any action that would so disturb the contract relations between borrower and lender as to result in a violation of Article VIII of the treaty of Paris. Two extensions of this order, of six months each, were, however, subsequently directed by the Secretary of War, on January 19 and April 28, 1900, respectively. The legal effect of these orders was to prevent foreclosures of mortgages for two years.

During this time no landowner could be compelled to pay his secured indebtedness; and since the lender was debarred from making collections, so impairing or destroying his security, he would make no more loans, and the agriculturalists, who had all suffered very severely by the elements, and whose farms were unproductive, were without credit. A state of complete paralysis resulted, cultivation was neglected, and the fields in all the coffee districts returned to mere jungles.

February 1, 1899.—Regulations respecting immigration published.

February 6, 1899.—Council of secretaries discontinued and the four departments of state, justice, finance, and interior created instead, with a secretary at the head of each reporting directly to the military governor. The council of secretaries recognized and continued in office by General Brooke consisted of Luis Munoz Rivera, president of the council and secretary of state. Cayetano Coll y Toste, secretary of finance; Juan Hernandez Lopez, secretary of justice; F. Degetau y Gonzalez, secretary of interior. The three gentlemen first named resigned their portfolios upon publication of the order above cited, but subsequently Dr. Coll y Toste consented to continue in charge of his department. The four heads of departments announced by General Henry in general order February 9, 1899, were: Francisco de P. Acuna, state department; Herminio Diaz Navarro, justice department; Cayetano Coll y Toste, finance department; Federico Degetau y Gonzlaez, interior department.

February 7, 1899.—Cemeteries that had been consecrated for use by Roman Catholics were ordered to be used for the burial of none others than those of that faith; burials of non-Catholics to be in a suitable place set apart by the municipality.

February 12, 1899.—Municipal council at Aguadilla suppressed for inefficiency, contentions, and bad management, and a military officer appointed to take charge of affairs as acting mayor.

February 15, 1899.—The board of harbor works at San Juan discontinued, and a military officer placed in charge.

February 17, 1899.—Reward of \$100 was offered to be paid to any person who secured the arrest, delivery, and conviction of any member of a bandit gang guilty of arson, murder, or robbery.

February 25, 1899.—Members of the liberal professions, artists, artisans, teachers, etc., were exempted from the payment of the professional tax.

March 13, 1899.—Rules established for the government of prisons and jails. System of good-conduct time, which had not previously prevailed in Porto Rico, instituted.

March 22, 1899.—The metric system of weights and measures continued in use, none other being allowed to be used.

March 23, 1899.—Order requiring that from and after March 1, 1899, all wages and salaries be paid in American money instead of in provincial currency. This order had the effect of increasing the cost of personal services 40 per cent over the rates paid under Spanish sovereignty.

March 24, 1899.—A very important order was published respecting marriage and divorce, to take the place of the Spanish law on this subject. The order caused much complaint on the part of Americans because it contained certain obnoxious requirements, forbidding marriage of Catholic priests and discriminating against wives when adultery was the cause urged for divorce.

April 11, 1899.—The insular treasury relieved the municipalities of the educational expenses previously borne by the local treasuries.

April 22, 1899.—The publication in the Gazette of the new school laws, drafted by the director of public instruction and approved by General Henry, was begun and continued at intervals for about six weeks. This is a complete code and superseded the then existing statutes. It is the opinion of well-known educators that some of this legislation was unwise. Some portions of the provisions have not been applied for the reason that they were not adapted to the conditions; other parts have worked well. In the opinion of the writer there is no doubt that this attempt at wholesale legislation was premature. A careful and painstaking study of local conditions and laws, occupying many months at least, should have preceded any attempt at legislation on a subject as important and difficult as that of public instruction of a million people of Spanish origin.

April 28, 1899.—Municipalities were instructed as to the preparation of their next budgets, the same to be stated in American instead of, as formerly, in provincial money.

May 2, 1899.—The existing laws were changed in respect to: (a) Hours of labor; eight hours out of twenty-four being declared to be a day's work. (b) Taxation of wages and salaries; all were exempted. (c) Qualification of councilors; only taxpayers could be members of town councils. The order limiting the day's work to eight hours caused much controversy and gave rise to much complaint on the part of the farmers and others employing labor. The day of work had always been from

nine to twelve hours, and the radical change greatly disturbed the industrial and agricultural interests. The military governor was appealed to for relief, and on May 13 a ruling on this matter was published in which the employed and employers were reminded that while the number of hours in a legal day had been fixed, there was no prohibition to an agreement by contract between the parties for a greater or less number of hours, nor an agreement under which the employed should be paid by the hour.

May 4, 1899.—The manner in which title could be acquired to unimproved public land, forests, swamps, mines, and salt deposits, and to the privileges of their utilization, was the subject of an order of the date given.

May 5, 1899.—Order published directing that the institute and normal school be suspended on June 30, as recommended by a commission appointed to study the educational system. A project to organize a university, a normal school, a technical school, high schools in the principal towns, teachers' institutes, model graded schools, and a primary school in every barrio "as soon as the present financial conditions permitted," was approved by the military governor.

May 6, 1899.—There was published in the Official Gazette a long order, the first paragraph of which established a society for prevention of cruelty to animals. The remaining paragraphs, 32 in number, are made up of regulations; the last gives the society power to change its regulations at will. As far as could be observed, nothing was ever accomplished by this order. The society referred to seemed to consist of but a single individual. One of the provisions prohibited cockfighting; this was enforced.

May 9, 1899.—General Henry transferred his command and duties to General Davis.

May 24, 1899.—Cases that had been pending before military commissions, and that had not been completed, ordered turned over to insular courts for trial. The ratification of the treaty of Paris between the United States and Spain having ended the state of war formerly existing between those two powers, the authority of the department commander to appoint military commissions to try cases of murder, arson, robbery, etc., no longer existed. On the date when the treaty was ratified military commissions were sitting in Porto Rico, but they were thereafter incapable of legally proceeding to a judgment.

May 31, 1899.—Order authorizing any judge higher than a municipal judge to issue a writ of habeas corpus on the petition of any person restrained of his liberty. This privilege has been practically a dead letter, for the reason that the natives do not file petitions, or that the people and the judges do not appear to comprehend the purpose of this writ. An attempt to take advantage of it was made in but two or three instances during the military government.

June 2, 1899.—Order abolished the offices of the court physician and chaplain of jails.

June 12, 1899.—A board of prison control appointed to take charge of all jails and prisons and consider all applications for pardons, duties formerly pertaining to the department of justice.

June 26, 1899.—Regulations for accounting for public funds were promulgated. These rules went into effect five days after and have since prevailed.

June 27, 1899.—A court was created in the island with jurisdiction over "all cases which would be properly cognizable by the circuit or district courts of the United States," and also over all common-law offenses within certain restrictions stated in the order. The authority to establish such a tribunal was granted by the President on April 14, 1899. This court consisted of a law judge, who was an American lawyer, and two experienced officers of the Army as associates. It had a prosecuting attorney, who was an American, and the necessary marshal, bailiffs, etc. A large amount of business was transacted, and the operations of the court were eminently satisfactory to the governing authorities, as well as to all law-abiding people who were brought into contact with this military tribunal. There is no law of the United States which authorizes the creation of such a court, but it is understood that the authority for it is found in the constitutional power of the President, as Commander in Chief of the Army, and the consequent obligation devolving upon him to administer the affairs of territory captured or acquired through operations of war until such time as Congress may assume the responsibility by legislating for the conquered territory.

June 29, 1899.—A superior board of health was appointed and intrusted with dispositions for protecting the health of the public. Its duties were more specifically defined in an order published on July 18, 1899.

July 5, 1899.—Instructions were issued respecting the use to be made of the privilege of the writ of habeas corpus.

July 8, 1899.—A board of education was appointed, consisting of 5 members, 3

natives of the island, for the purpose of exercising general advisory and superintending capacity over the educational interests of Porto Rico. On December 7 the members of this board were increased to 9, all but 2 of whom were native Porto Ricans.

July 15, 1899.—The office of secretary of justice was discontinued, and the administrative work of that department committed to a judicial board consisting of 3 native and 2 American lawyers. The office of solicitor-general was created. This officer conducted the business of the department under direction of the board.

July 20, 1899.—An election for municipal officers was ordered to be held at Adjuntas under published rules of the military governor. The election was held, but on account of informalities or irregularities in the procedure the result of voting was disapproved on August 7 and a new election ordered. This was the first election held in Porto Rico by the military. The final result was a full confirmation of the accuracy of the first election.

July 27, 1899.—Municipalities were forbidden to negotiate loans without the authority of the central government; this for the purpose of making sure that the resources of the municipalities were adequate to repay the amounts borrowed, and also to make sure that the proceeds of the loans were properly applied.

August 3, 1899.—Bonds of fidelity required of all disbursing officers.

August 7, 1899.—Rules and regulations were published governing the holding of elections for municipal officers, but the elections that had been ordered were soon indefinitely postponed on account of the calamity which befell the island on August 8.

August 7, 1899.—There was also published the order for a complete reorganization of the judiciary of Porto Rico—probably the most important act of legislation during the military government. All then existing courts were abolished, and in substitution for them there was created a supreme court of appeals and five district courts, the organization of the municipal courts being also somewhat changed. These are the courts now sitting in Porto Rico. The personnel was exclusively Porto Rican. On the 16th of August the judicial responsibilities were defined in general orders. The rules of criminal and civil procedure were fully stated, as well as the rules to govern appeals.

August 11, 1899.—Inspectors of hurricane relief districts, 12 in number, were appointed.

August 12, 1899.—Several important changes were made in the administrative machinery:

(a) The departments of state, treasury, and interior were discontinued.

(b) The office of civil secretary to the military governor was created, and to his charge were assigned the bureau of state and municipal affairs, the bureau of internal revenue, the bureau of agriculture and mines.

(c) The bureau of public works was placed under a board of three engineers, and the scope of their duties defined.

(d) The board of harbor works was discontinued, and its duties and responsibilities assigned to the board of public works.

(e) A board of charities was created and intrusted with the supervision of all charitable institutions.

August 17, 1899.—An advisory board on insular policy was appointed. It consisted of nine members, all native professional and business men of prominence. The scope of the board was defined to be:

(a) The consideration of questions of insular policy.

(b) Suggestions of measures for the industrial and economical relief of the island,

(c) Concerning measures for restoration of properties destroyed or injured by the hurricane.

This board of public-spirited gentlemen rendered very valuable assistance to the military governor, and recognition of that fact is here recorded.

August 24, 1899.—Dueling forbidden and local laws applicable cited.

August 25, 1899.—An order was published suspending the collection of land tax, and in certain cases remitting the city tax; this on account of the calamity which befell the island on August 8. On the 6th of September alcaldes were ordered to cause investigations to be made as to the extent of the damage suffered, and on October 4 another order directed that collection of land and property taxes be resumed, except in cases where incapacity to pay resulted directly from the hurricane, an exception that had to be proven in each case.

August 31, 1899.—Notice given to all concerned that certain Spanish subjects who wished to preserve their nationality could do so by declaring their intentions before the judge of the municipality where they resided, and signing a document.

August 31, 1899.—Two orders were published:

(a) Pilot rules for the island. These took the place of the Spanish regulations and

certain temporary provisions previously enacted, but not published in the form of an order.

(b) Requisites and qualifications essential to lawyers for the practice of law. These rules recognized only the registered titles of lawyers as qualifying them for practicing before the courts. Lawyers who were possessed of certificates of admission to the bar, issued by the tribunals of the different States of the Union, could practice before the Porto Rican courts after they had proved their qualification before the supreme court of justice. Lawyers permitted to practice before the Supreme Court of the United States, and, in exceptional cases, distinguished foreign lawyers were to be permitted by the Supreme Court to also practice before local courts. The order also abolished the profession of solicitor (procurador).

There was but one American lawyer who, before May 1, 1900, by examination, had demonstrated his qualifications and secured permission to practice his profession.

A general order of September 19 contained provision for the organization of municipal councils, very greatly reducing their personnel. Nominations of alcaldes and councilmen for election were required to conform to the new conditions. The number of officers was to vary according to the population of the towns, as follows:

	Alcalde.	Councilmen.
In towns of not more than 8,000	1	9
In towns of 8,000 to 16,000	1	12
In towns of over 16,000	1	15

This order also abolished the municipal board of each town.

A general order of September 21, 1899, prescribed the rules to govern in all municipal elections held in Porto Rico. Subsequent orders were issued on October 12 and 19, November 18, December 7 and 18, 1899, and January 22 and March 12, 1900, amending the first one and making new rules which experience had shown to be necessary.

Had there been available English translations of the existing local rules for conducting elections, resort would have been had to the latter in casting the rules to govern; but when it was resolved to hold municipal elections those Spanish laws applicable, or what would have been made applicable, were not yet translated. It was therefore necessary to draft the rules entire. The result was entirely satisfactory, and under the military orders the people had a perfectly fair opportunity to give their suffrages to their own chosen candidates, untrammelled and uncontrolled by any restraining influence. As has been already stated, the first election was held in July. The result of the last one was announced in February. Every election was conducted by an army officer, and military men sat on each board of supervisors and composed the central board of canvassers; but in no instance was there present at a polling place any armed soldier or body of insular police.

September 2, 1899.—Certain parliamentary rules were prescribed for the government of municipal councils, and for regulating and determining the responsibilities of absentees.

An order issued on September 26 prescribed the rules under which copies of official documents were to be furnished, and the schedule of fees was fixed.

On September 27 an order was published respecting the purity of foods and drugs, etc., and penalties for adulteration of same were specified.

Under Spanish law a criminal sentenced to confinement was simply imprisoned, but was not obliged to perform any kind of labor. This vicious practice was corrected by an order, published on September 29, which authorized tribunals to impose sentences of hard labor.

On September 30 an order prescribed the rules for the examination of physicians, surgeons, dentists, druggists, midwives, and medical students, and for issuing certificates of capacity and qualification. It also fixed a schedule of fees to be charged.

The President having directed that a census be taken of the inhabitants of Porto Rico, the military governor published, on October 7, the rules to govern the making of an enumeration. The census was made in November and December and the result has been published. The supervision of this enumeration was committed by the Secretary of War to Brig. Gen. Joseph P. Sanger, U. S. Vols.

An order of October 21 regulated leaves of absence and sick leaves for the employees of the civil branches of the military government.

By an order of November 7 certain taxes not previously imposed were ordered to be assessed and collected. These were as follows:

(a) An annual school tax of \$1 on each male resident of the island, other than laborers, who was engaged in business.

(b) For certificates issued by bureau of internal revenue and customs officers, a tax of \$2.

(c) Match manufacturers, one-tenth of 1 cent on each box of matches.

(d) Manufacturers of rum, alcohol, brandy, and other spirituous liquors paid 3 cents per liter.

(e) Each pack of playing cards, 20 cents.

(f) Every billiard table for hire, in use in any public place, \$25 per annum.

(g) On public vehicles, and animals used therewith, from \$1 per annum to \$18.

(h) For advertisements and posters, from \$1 per annum to \$5 for area of 2 square meters.

(i) For licenses for public balls, \$2 to \$5.

(j) Peddler's license, \$6 per annum.

(k) On each head of cattle, 20 cents.

(l) A dog tax of \$1 per annum.

(m) Pawn shops, \$150 per annum.

(n) Money changers, \$120 per annum.

(o) Chocolate manufacturers, \$100 per annum.

(p) Nickle-in-the-slot machines, \$5 per annum.

An order issued on November 11 required the appointment of a board of insurance and surety commissioners and prescribed rules under which insurance companies could do business in Porto Rico. This was necessary in order to adapt old laws to new conditions.

The issue of licenses to carry arms was regulated by rules prescribed on November 16. The annual tax for the permission was fixed at \$5, but many classes of persons were exempted.

On November 25 it was ordered that the tax to be paid on matches and alcoholic drinks be collected by means of a stamp to be attached to the package by the manufacturers or dealers.

An order of November 27 required acceptance by registrars of property of powers of attorney executed in the United States or in foreign countries.

An order of November 28 regulated the fees authorized to be charged by judges, bailiffs, attorneys, secretaries, and municipal officers for acts done and papers made or recorded. These ranged from 4 cents to \$1.50. This order resulted in very large reductions in such charges.

An order issued on November 29 established police courts in every town to be presided over by the alcalde, sitting daily, except Sunday. These courts were given jurisdiction and powers of about the same extent and nature that are allowed to police courts in the United States. The limit of punishment to be imposed was thirty days' confinement and a fine of \$15. Those sentenced more than three times in one year for the same offense to suffer double penalties.

By an order of the 2d of December the municipality of Piedras was annexed to and amalgamated with Humacao; this after the petition of the municipal councils of both towns, Piedras having found it to be impossible to maintain separate corporate existence. On the 5th of December the town of Barceloneta was annexed to Manati, the reason being the same as in the case of Piedras, but there was a difference, in that while Barceloneta at first petitioned for annexation, the council and people afterwards made objections and difficulties which were trivial and obstructive. All efforts to secure a free expression of the people on the question were defeated by the machinations of evil-disposed persons, and to solve the matter the annexation was made by military order. All accepted the mandate without opposition or question, and the two small groups of inhabitants have gotten on well since. The instance illustrates the incapacity of the Porto Ricans to solve a simple question by their own actions, when the interest of a few politicians are subserved by factious opposition.

An order of December 13 required the national colors of the United States to be displayed between sunrise and sunset over all important municipal buildings and over all schoolhouses while schools were in session.

On December 18 a general amnesty was granted to all persons charged with the commission of crimes committed previous to January 1, 1895, in cases where no verdict had yet been reached, and a further amnesty was granted to all fugitives from justice who were accused of any crimes committed before January 18, 1900.

An order of December 18 fixed the age of legal majority at twenty-one years for all persons.

Bankruptcy was the subject of an order issued on December 21, and of regulations to govern the legal proceedings, appointment of trustees, and protection of creditors.

On December 23 an order was issued to expedite criminal proceedings and to reduce the term of provisional imprisonment.

On January 12, 1900, the oath of office to be taken by the newly elected municipal officials was prescribed.

The restrictions formerly existing respecting the practice of civil engineering and architecture were removed by an order of the 5th of February.

On March 8 the penalty was prescribed for selling bread in loaves of short weight.

Condemnation proceedings in the case of land needed for public purposes was the subject of an order on March 13, and subsequently amended by orders published on March 27 and April 28.

An order of March 29 established local boards of health in all the towns to report to the superior board of health in San Juan.

The establishment and maintenance of cemeteries was the subject of an order published on April 2. This required the closing of all existing cemeteries as nuisances dangerous to health, they having been so reported by the superior board of health. New cemeteries were ordered to be established by January 30, 1900, and it was made obligatory that thereafter no new cemetery established by the municipality should be reserved for the burial of persons of any particular sect or creed. Religious bodies and societies were, however, permitted to establish cemeteries for burial of only such as they desired.

On April 2 the employment and payment of substitute judges was regulated, expenditures being thereby restricted.

An order of April 7 directed the appointment of a board of charities for each municipality of the island to report to the central board in San Juan.

On April 9 rules and regulations were enacted respecting burials and disinterments of human remains.

Meat inspection was the subject of an order of the 10th of April, and public nuisances of an order issued on April 12.

Consumption taxes of every kind, save on liquors and tobacco, were abrogated by an order of April 24, and the sale of patent medicines was regulated by an order of the following day.

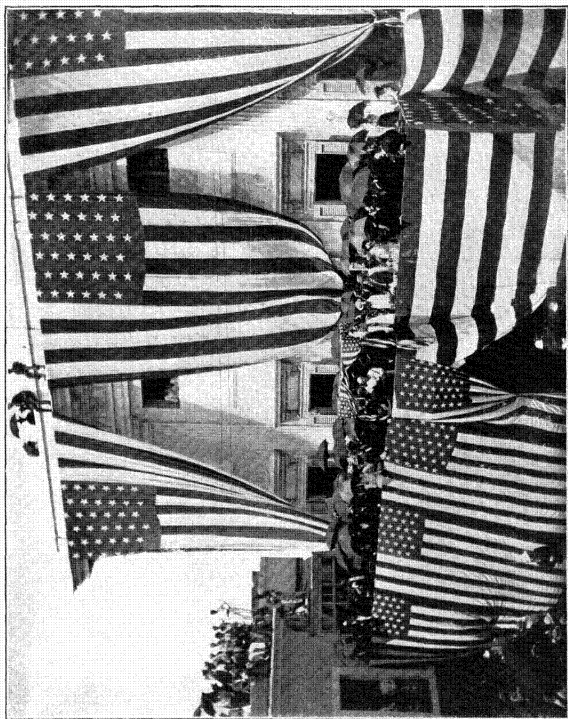
An order of April 28 authorized notaries to name their substitutes with the approval of the supreme court, and on the 29th insurance, surety, and building and loan companies were the subjects of an order enacting regulations for their conduct of business.

The duties of registrars of property were regulated by an order issued on the 30th of April. Its aim was to prevent delays in the inscriptions of legal papers, and to save expenses to those who offered deeds, etc., for registry.

The act of Congress for the raising of revenues and the organization of a temporary government for Porto Rico, having become a law on April 12, 1900, a copy of the same was soon after furnished the military governor. The governor-elect arrived at San Juan on April 28, and preparations for the change of government that was to occur on May 1 were at once begun. A statute of the United States forbade the holding of any civil office by an officer of the Army on the active list under penalty of the loss of his military commission. A considerable number of army officers were holding positions which, on and after May 1, would become civil offices. It was, therefore, necessary to arrange for their relief, in the event that Congress should not authorize their retention. Moreover, the new government was required to conform to a certain organization, having for executive and administrative heads of departments certain officials called secretaries, commissioners, etc., but all these were to be appointed by the President and confirmed by the Senate. On April 30 only two or three of these had been appointed and not one had qualified.

The framework of the military government was easily adaptable to the new form, and it was suggested that while the military governor was still possessed of the power of appointment and legislation he reorganize the military government in some of its details, in such manner as might be necessary, by creating the administrative departments required by the act of Congress and appointing acting heads of these departments.

The governor-elect favored this course, and the plan outlined was effected by an order published on April 30. By this order six depart-



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ments, corresponding in name with those required by the act of Congress, were created, and civil officers were by name appointed acting secretaries or commissioners, one for each department, and ordered to take charge of their duties on April 30. These were appointed, held over and continued to perform their duties until their places were filled in the manner prescribed by law. The persons named for the respective positions were the following:

Acting secretary of state, Judge N. B. K. Pettingill, formerly law judge of the United States provisional court.

Acting attorney-general, Mr. A. F. Odlin, an American lawyer practicing in San Juan.

Acting treasurer, Dr. J. H. Hollander, formerly special tax commissioner in the military government.

Acting auditor, Mr. J. R. Garrison, who was the auditor under the military régime.

Acting commissioner of the interior, Dr. Cayetano Coll y Toste, formerly civil secretary and earlier secretary of finance.

Acting commissioner of education, Dr. George G. Groff, formerly president of the board of education.

These gentlemen all took the oath of office on April 30 and entered upon their duties, reporting on May 1 to his excellency Governor Charles H. Allen, who was inaugurated on May 1, 1900, and to whom the executive functions of the government were transferred by the last military governor.

The advisory board of insular policy was discontinued, but the other boards were continued, with somewhat changed membership. All military officers were relieved of their civil duties on May 1. With this organization the civil government commenced its existence.

The last order published by the military governor, dated May 1, was one in which he announced the transfer of the government of Porto Rico to the civil authorities.

CHAPTER VI.

NATIVE STATUTES AND COURTS.

Some phases of the problem with which the military government was confronted have been presented and discussed in the preceding chapters; the difficulty experienced by the Army in conforming to and enforcing the local codes—indeed, the impossibility of applying some of them—has been adverted to; yet the great body of municipal law which by royal decree had been enacted and applied to Porto Rico, if properly enforced, would have safeguarded the interests of the people and protected them in all their private rights and relations. The penal code, strictly and honestly applied, restrained or punished criminals and secured the safety of persons and property. Spain's most bitter enemy and detractor, if well informed and sincere, could not but admit that as respected maintenance of public order and the protection of persons and property the condition of Porto Rico during the last year of Spanish rule compared favorably with the best-governed countries in the world.

The conditions existing immediately following the invasion and for

some time after hostilities ceased were deplorable, but then it was not a question of application of the local laws. The laws of war applied through courts-martial and military commissions were available to the commander of the forces, and their enforcement was easy, prompt, and effective. Murder, robbery, rape, arson, and other crimes of violence were thus prevented or summarily punished, but these military instrumentalities for preserving order were not long available, as has already been pointed out. It then became necessary to resort to the local tribunals for maintaining the peace and adjusting questions affecting civil rights; but who could say what were the local laws, what the procedure under them, or what the jurisdiction of the courts?

Volume upon volume of laws were shown, and volumes of court decisions, constituting precedents, but all were printed in a foreign tongue and the local judges understood as little of the Anglo-Saxon ideas of administering justice and of good government as the military officers did of the local laws and procedure. None of the Porto Rican statutes were available to the Army until they had been rendered into English, for none of the governors or their officers were able to read and understand the native language, much less technical Spanish, and this was a great embarrassment. Translators were employed at headquarters, but their services had to be almost constantly utilized in rendering into English the routine correspondence, which was voluminous and important.

One of the first orders issued by the military governor of Porto Rico—indeed, the very first general order promulgated by General Brooke—required that the local courts be continued and that the local laws be enforced by those courts as long as the statutes remained unpealed.

When any question of applicability of a statute was under consideration the governor was obliged to seek his information as to the real meaning of the provisions applying from the native judges and lawyers, whose tongue, being Spanish, had to be interpreted. Good translators available were very few. The natives whose knowledge respecting law and procedure was available and sought often did not understand the true import of the inquiries or their drift, and answers were perhaps sometimes not fully understood. The governor's information was therefore incomplete, and his decision as to the enforcement of a provision was liable to be based on wrong premises.

The civil and criminal codes were each a concrete whole, and these, together with the laws for administering them, made up a judicial system which it was very dangerous to change or to interfere with, unless the whole mass of such statutes and their application were completely mastered; and such mastery was well-nigh impossible by American officers, whose minds had seldom been charged with legal studies, much less with those concerning foreigners.

It was known that the military government was but a temporary one, and that within a short time—a few years, or perhaps a few months—Congress would probably legislate for the island and make laws determining the civil rights and political status of the inhabitants. The tendency of the military government under such circumstances was naturally to abstain from interference with the courts, the laws, and native institutions.

But sometimes the military commander was forced to intervene, for the insular statutes contained some provisions that were wholly inap-

plicable. Sometimes it was physically impossible to follow the prescriptions, while sometimes to have done so would have violated or impaired the rights of the people.

For example, the local statutes provided that in certain cases the opinion of the minister of justice in Spain should prevail and govern. In some contingencies final appeal in litigative matter was to the supreme court in Madrid—this tribunal to render sentence. Reference of some administrative questions to the minister of the colonies was also obligatory. Of course the governor would not take or permit any such reference, for these provisions could obviously no longer remain in force in a country which had passed from Spanish control, notwithstanding they were a part of the printed local codes. It was necessary to intervene in such cases and provide means through which the administration of justice could continue to be effective, without a reference of questions to any authority other than the one then controlling executive, judicial, and legislative matters.

Many citizens of the United States resided in Porto Rico, and they were sometimes parties to suits at law or subjects for punitive measures. Ignorant of the local laws and procedure, which they sometimes characterized as unjust, cruel, outrageous, or barbarous, it is not surprising that they objected to having their property or liberty jeopardized in native tribunals. Yet after the state of war ceased there were no other courts that could legally determine their causes. Appeals to the governor to wipe out these objectionable laws and tribunals were numerous, and suggestions from natives and Americans residing in the island for amendment, suspension, and abrogation of obnoxious provisions were many and urgent, and some not without reason. It was urged that all hope of the industrial regeneration of the island was futile unless foreigners cast their lots with the inhabitants and supplied capital in large amounts for investment and development of the latent and dormant resources that constituted immense potential wealth, but it was said "capital will not come so long as it is assured no other protection than the local laws afford, since the investors would be liable at any time to be imprisoned on trumped-up charges and to languish in jail, *incomunicado*, while the case dragged its slow length along through the local courts."

While this reasoning was in part fallacious, there was yet some basis for it, for the law's delays in Spanish countries are of world-wide notoriety. Americans did not and could not, or would not, understand those laws and the existing procedure. The right of a trial by jury they demanded, as well as the privileges of the writ of *habeas corpus*, yet neither could be accorded to the residents of Porto Rico.

They demanded that the code should be so changed that the transfer of title to real property could be simply and expeditiously effected without the excessive charges which the existing registration and notarial system required. Restraint imposed by the canon law of marriage was denounced and interdiction of the marriage of apostate priests was condemned.

It soon became evident to the military governor that changes in some of the local statutes were indispensable. As the necessity for change in any case became evident, a careful investigation of special features was instituted. All parties at interest were heard, projects for amendment were drawn up, corrected drafts submitted, and finally a decision would be reached and the change promulgated by military order.

It is necessary to remark that there existed no such compilation as a general codification of statutes, and it was impossible to find in a convenient form any work which told of any particular publication containing all the law on any one subject.

Statutes were decreed or made applicable by royal order; but it was very seldom that the decree of promulgation did not refer to one or more earlier decrees, which the latter amended. So it was always necessary to refer to and consult the more ancient edicts, and reference to these sometimes left a doubt as to whether they were still partly in force or had been wholly superseded.

About the middle of the year 1899, the War Department, recognizing the importance of making the local statutes available for use of those who understood English only, began the translation and publication of the Spanish statutes in force in the islands relinquished and ceded by Spain. These pamphlets were of great use, but they should have been available earlier.

The following is a partial list, with statement of scope and volume of the local laws in force in the island, wholly or in part, on October 18, 1898:

1. The constitution of the monarchy. Not translated.
2. The bases of civil administration and government of the island of Porto Rico. This was translated in 1899, and a synopsis will be found in the appendix. It was proclaimed as in force in Porto Rico by royal decree of March 15, 1895.
3. The constitution and powers of the council of administration, also translated, was decreed by the Queen Regent on December 31, 1896. A synopsis is given in the appendix.
4. The decree defining the powers of the governor-general, and board of authorities, also signed on December 31, 1896. Translated and summary of translation given in appendix.
5. The law of civil and financial administration, decreed on same date. This was translated, and a synopsis also appears.
6. The provisions governing the powers of the high inspection by the governor-general and colonial secretary, published by decree of same date. See synopsis of translation in appendix.
7. The law of contracts and auctions by the provincial deputation and the municipalities, the subject of a decree of January 4, 1883, also translated. This contains 40 articles, and embraces detailed rules for administering the same.
8. On October 13, 1890, a law was decreed containing the rules for appointment, promotion, and transfer of officers of the general administration service. This was translated and contains 102 articles. There were five classes of administrative officers. Those of the lower class were appointed by the governor-general, subject to royal approval. All the rest had to be named by the Crown. There were no examinations, promotion being by seniority in the several grades, and discharge only for cause.
9. The notarial laws and regulations to prevail in Porto Rico, enacted by the Government of Spain, then a Republic, on October 29, 1873.
On May 8, 1878, the King announced by decree certain changes in notarial fees.
By royal order of January 18, 1885, certain other changes were made in the notarial law.
By royal decree of November 14, 1885, notarial rules effecting registry of wills were proclaimed. General instructions for drafting public documents subject to record was the title of a royal order of August 13, 1893, which was ordered to be considered as an appendix to the notarial laws. All the above have been translated and published.
10. On May 26, 1893, the King and Cortes approved, and the King promulgated the mortgage law of Porto Rico. This embraces 436 articles, containing minute provisions. On July 18, 1893, regulations to apply this law, 470 articles, were also published. Both of these were translated and published by the War Department. The code they present contains many provisions that are unknown to Anglo-Saxons, but it has been applied satisfactorily, so far as observation has served to reveal. Changes in it should be made only after the fullest consideration.
11. The harbor law of Porto Rico, decreed by the King on February 5, 1886.

There are 62 articles proper and 26 more styled "Instructions for procedure in granting concessions and franchises."

12. The law of railroads, decreed on December 9, 1887, and promulgated on January 10 the following year, while the police law of railroads was promulgated February 17, 1888. The former embraces 122 articles, while the latter contains 190. Both are translated in full.

13. The laws relating to public works, forests, and mines, decreed by the royal authority and treating of various aspects, had dates as follows:

General law of public works, June 22, 1881, 126 articles.

Regulations for enforcement of above, June 27, 1881; articles number 160.

Instruction for public bidding, April 17, 1869.

Contracting for public works, June 11, 1886.

General provisions respecting contracts, June 11, 1886.

Regulation respecting payment of fees to technical personnel, November 19, 1879. All translated.

14. The organic provisions for the administration of justice, decreed on January 5, 1891, and embodied in 519 articles; the appendix matter is of equal volume and consists of several decrees, promulgated between 1884 and 1890, which relate to the above title and were wholly or in part continuing in force. Translated.

15. The provincial law of Porto Rico, proclaimed on December 31, 1896. A synopsis of these provisions, as translated, will be found in the appendix. There are 96 articles.

16. The municipal law of Porto Rico, proclaimed on same date. As translated, there are 217 articles. The appendix contains a synopsis.

17. The law to govern the election of provincial deputies of Porto Rico, proclaimed on December 31, 1896. As translated, it contains 147 articles. See synopsis in appendix.

18. The penal code of Porto Rico, announced on May 23, 1879. It was translated in 1900, and has an appendix containing the text of some military orders, department of Porto Rico, making changes in its provisions. There are 637 articles, with a good index. Only a few of the local statutes are indexed.

19. The civil code of Porto Rico, proclaimed in the royal decree of July 31, 1889. It has 1,992 articles, and an appendix made up of 106 articles, embracing many directions for procedure, etc. This also is translated and has an index.

20. The commercial code of Porto Rico, decreed on August 22, 1885, contains 955 articles and an index. December 26, 1885, the Queen Regent proclaimed as in force, from January 11, 1896, certain regulations for the government of the commercial registry system, 71 articles. December 31, 1885, the regulations for commercial exchange were published, 78 articles. April 23, 1892, 15 of the articles of the code were amended by royal decree. All translated.

21. The constitution of self-government in Porto Rico was proclaimed by royal decree of November 25, 1897. Contains 70 articles. Translated.

22. The same day a decree was promulgated changing the existing electoral law so as to adapt it to the "Régime of autonomy," which was then ordered to be implanted. The new electoral law contains 50 articles; also certain specifications to govern application. A synopsis in the appendix.

23. The canonical law of marriage, based on the rules adopted by the council of Trent, and accepted as applying to Spain and her colonies. This is a very important statute, but has not been translated.

24. The law of waters. Not translated.

25. The forestry laws. Not translated.

26. The mining law. Not translated.

27. Relating to insular police and civil guards. Not translated.

28. Laws of criminal procedure. Not translated.

29. Laws of civil procedure. Not translated.

30. Laws relating to public instruction. Not translated.

31. Manual of municipal administration. Not translated.

32. The law of insurance. Not translated.

33. The laws of insular and municipal taxation. Not translated.

There are doubtless many other laws which were operative in the island when Spanish sovereignty ceased, and it is almost certain that the codes cited do not contain all existing law on the subjects treated of and that there are modifications of the original act that escaped the translator.

Section 40 of the act of Congress respecting Porto Rico, approved

April 12, 1900, contained provisions for the codification of the laws of the island. These laws are understood to be—

1. The laws of the land of Spanish origin not locally inapplicable, as well as the statutes specifically applied to Porto Rico by royal orders or decrees, except as abrogated or modified by military orders and decrees, in force May 1, 1900, or by act of Congress, or by act of the local legislature.

2. The statutory laws of the United States not locally inapplicable.

3. The military orders and decrees, duly promulgated by the commanding general of the United States in Porto Rico and in force May 1, 1900, except as abrogated or modified by act of the legislature of Porto Rico.

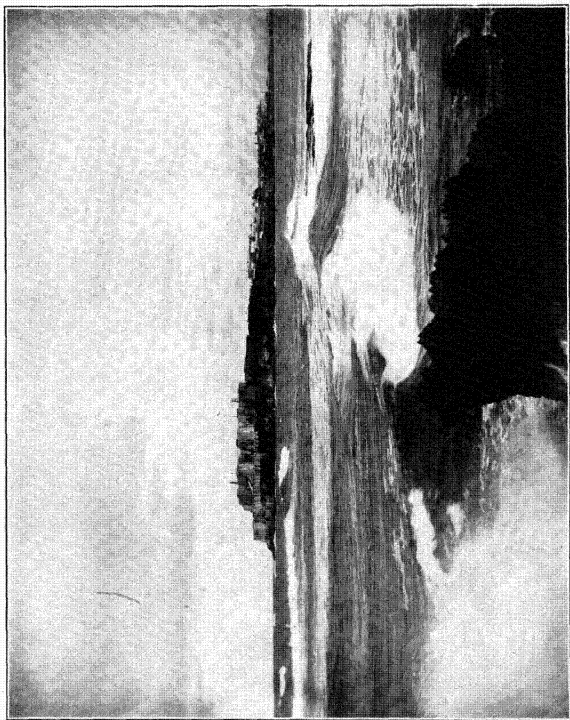
The codification is to be made by a commission of three persons appointed by the President—one a native—and they were requested to report fully and finally the result of their labors on or before April 12, 1901.

The Spanish statutes in force in Porto Rico are the outgrowth of centuries of experience. Indeed, their origin may be assigned to the remote past, when Iberians, Visigoths, and Romans coalesced into what is now the Spanish nation.

The natives of Spain emigrated to Porto Rico, taking with them their laws, customs, and institutions. Before a settler had landed on the shores of Massachusetts Bay San Juan was a populous town, upon the building and fortification of which a very large sum of money had been already expended. Three armadas heavily armed and equipped, with several thousand men each, had attempted the conquest of the island and failed.

The earlier settlers were a heterogeneous lot of conquerors, gold hunters, and adventurers, principally of Spanish nationality, but there were some Corsicans, Genoese, Venetians, Portuguese, French, Dutch, and English, and they formed their institutions after Spanish models. The first census was made in 1765, and showed a total of 45,000 souls, of whom 5,000 were slaves; but by the close of the seventeenth century the population had increased to over 150,000, the colonists continuing as before, arrivals from other countries being absorbed and losing their native language. While the settlers had no share in making their own laws, they had no knowledge of any other statutes than those under which they and their fathers had lived at home, and so the codes the Americans found applying were all as the breath of their nostrils—Spanish. The pride and haughtiness of certain Spaniard has long been proverbial, and these immigrants were, like their prototypes, intolerant of advice that involved or suggested that they were in any way deficient in an organizing, legislating, or governing capacity. The native inhabitants welcomed American sovereignty, for in the train of the army they saw the American markets, self-government, and wealth, and they have been satisfied in proportion as their expectations have been realized. Two of these bounties are practically theirs already, and the other will follow as the island's resources are developed.

While few, if any, of the more enlightened natives, and none of the Spanish commercial class, are inclined to openly comment unfavorably upon the Congressional requirement that their laws be codified and changed by a foreign commission, yet almost all, in their hearts, resent the suggestion that they themselves, unaided by Americans, are not perfectly competent to revise and adapt their own codes if the new conditions require it. They know that they now have an insular assembly to which Congress has delegated the power to legislate. "What



MORO CASTLE FROM ISLA DE CABRAS.

need for a code commission?" They know that Congress has provided a local tribunal before which citizens of the United States and foreigners can have their rights and wrongs adjusted and crimes punished. So Americans have no cause for complaint. "Porto Rican laws are satisfactory to Porto Ricans," they say, "or if they are not, we can change them; but we will always refuse to accept willingly any revision of our codes save our own."

But Congress required such revision to be made. While it would seem a physical impossibility for three of the wisest jurists who ever lived to revise and rewrite in a few months a complete code of laws for a foreign people (almost a million in number), yet let it be granted that the report is submitted and receiving Congressional consideration. If the revision should cause any material change in the old statutes, protests will go to Congress signed by the thousands, and weighty reasons against the innovation will be presented. On the other hand, there will be no one to support and defend the measure save the code commission and a few Americans, resident in the island. Can anyone doubt that Congress, in such a case, would decline to force upon the people an exotic code that would be hated by the inhabitants?

The present laws are the result of the process of evolution and are the outgrowth of centuries of experience. Since legislative powers are now vested in the local assembly, one house of which is elected, while at least five-elevenths of the others must be natives, it would seem to be not only expedient, but just and right that the Porto Ricans should be left to work out their legislative destiny.

The courts of the island are probably the same as are the Spanish courts everywhere, more or less corrupt and inefficient; at least Spainards themselves have so asserted respecting all these local tribunals. These abuses, however, will disappear if local public opinion demands it, and if that sentiment does not force a reform in procedure, then it will be useless to try and save the malady of the limb by cutting off the member. If public sentiment does not demand a pure and independent judiciary, the island will never have it, for no stream can submerge its own source.

No modern historical precedent can be referred to, where, following conquest or convention and annexation by a governing power of a considerable foreign organized population, any other course has been successfully adopted than to leave the annexed peoples to continue to regulate their local affairs by the laws with which they are familiar; but very many annexations can be named where, by convention or agreement, or voluntarily, the language, institutions, religion, laws, and procedure have been left almost untouched. Section 40 of the Congressional enactment, however, seems to say to Porto Rico: "You are annexed, but we will make laws for you," while foreign States have always said in substance or seemed to say, "You are annexed, but you shall retain your own laws."

The island is to be an American possession or Territory or State, as Congress may direct; but no matter what the status as respects dependence or autonomy, it must always remain Porto Rico and densely populated by Porto Ricans. No matter what Congress may do or omit to do the people will, in fact, remain as alien as are the native New Mexicans, Hawaiians, and Tagalos. They will have their own language and customs, and their religion will remain Roman Catholic or else they will relapse into infidelity, as a distinguished priest says many already

have. A vast number of the inhabitants will probably remain submerged in poverty and ignorance, for the entire amount of any conceivable revenue that the island may be capable of raising would not suffice to give general instruction to the youth. The population is increasing about 3 per cent a year, and in 1933 there will probably be a native population of 2,000,000. There is no possibility of a large foreign immigration, for there is no public land adapted to tillage, and the Anglo-Saxon can never become a successful tropical laborer. The only proper place for him is as owner, overseer, or superintendent of local business. There will be a few merchants, producers, physicians, lawyers, bankers, clerks, teachers, mechanics, and missionaries; but the percentage of such will never be much larger than now.

The criminal and common law of the Saxon would never fit the Porto Rican. They do not know how to use the privilege they have now of the writ of habeas corpus or the trial by jury, and they do not need them. It is easy, with a pure and independent judiciary, to administer the law and protect all in their civil rights. France, Belgium, Switzerland, and many other countries are well governed under laws similar to those of Spain. The deduction from these reflections is that the laws of Porto Rico will in all human probability continue generally as they now are.

The most desirable and useful new judicial feature which the writer can suggest is to confer upon the United States district court appellate power, so that it may review decisions of the local courts and check them if or when they fail to administer justice properly. The local courts, too, must continue to be composed of native judges and attorneys, for Americans can not now be found who are learned in Spanish law or its administration, and they will not be available for a long time to come.

It is not to be understood by these remarks that the creation of the code commission is suggested as being without beneficial results. A study by competent men of the judicial system of any country, and especially of a country which has been governed by law that needs adaptation to new conditions, must result in benefit to the governed, as also to those charged with the responsibility of legislation. The result of the commission's studies, when submitted, will probably be printed by Congress, and so all concerned will have the benefit of the investigation. The local legislative and executive officers will be able to scan the report, and they must profit thereby, for the existing conditions and defects in the statutes and the procedure will be pointed out and reasons given for the proposal to make changes; but it will be a matter of very great surprise if the codes which may be offered for adoption by the Government of the United States are ever enacted into law.

In the appendix will be found a paper in which is set forth the organization of the local judiciary maintained under Spanish law. In it the composition of all local courts is given and also the judicial establishment as it stood on the day of the transfer of the government to the civil authorities.

CHAPTER VII.

THE JUDICIARY.

The first governors of Porto Rico had delegated to them almost complete power over all things temporal. As the representative of royalty, they were the viceregal patrons, and as such had power of intervention over the priests of the church as respected their appointment, duties, and revenues.

The first directory extant of King's officials (A. D. 1511) gives the names of those holding the posts of governor, resident judge, treasurer, auditor, inspector, factor, and secretary, while the city of San Juan seems to have had a mayor, three aldermen, and a high justice (juez mayor).

The treasurer and the auditor were appointed or confirmed by the Crown, and were styled the royal officials, a sort of executive council for the governor, but he was not obliged to hear or to heed this council, however. They reported directly to the India house at Seville, and the resident judge directly to His Majesty.

This judge, juez de residencia, or justicia mayor de la Española, as he was designated in Spanish, was appointed by the King for the purpose of hearing complaints against the outgoing governor and other officials, and it not infrequently resulted that the removed or "time expired" royal delegate was thrown into prison on the report of this judge, but while he continued in office no one could question his action.

The governor was president or chairman of every governing body, council, or committee of high or low degree that met anywhere in the colony, and it went without saying that his will was the only law the people knew, for he was also a lawgiver. At first there was but one municipal or town government, that of the capital. Later San German and Coamo had the same dignity, and in the eighteenth century there were six towns that had a government, consisting of a mayor and council, but the officials were appointed by the governor on election by the people. All the rest of the towns were governed by war lieutenants, who combined the faculties of mayor, alderman, judge, jury, and commander of the troops.

The first historian of Porto Rico, the Spanish monk Iñigo Abbad, gives a clear and lucid account of the government as it existed toward the close of the eighteenth century. The judicial functions of some of the higher officials were then so merged and mingled with those of general government that it would be very difficult to state the essential features of the judicial system without also describing the other governing attributes of the judges. For this reason no attempt is here made to eliminate some matter found in Abbad which has no direct bearing upon the judicial system of the island.

This clerical historian came to Porto Rico in 1772 and was the confessor to the bishop until the death of the latter in 1781. Abbad's manuscript was completed in 1782, although the book did not appear until six years later. So we may accept this description as contemporaneous with the organization of the Government of the United States. The following respecting government and the administration of justice is based wholly upon Abbad:

All jurisdiction is vested in the governor of the island, and all orders respecting politico-military affairs, revenues, and the church emanated from him. He could

intervene in the affairs of the parishes, had supervision over the revenues of the religious orders and building of churches, commanded the regular and militia troops, reviewed them, had a voice in military trials, presided at meetings of the treasury council, and was the judicial head of all the courts. He had a legal adviser styled *asesor*, whose opinion decided all civil and criminal causes and their appeals, both in the city and all other towns. Cases pertaining to the treasury were tried with the consent of the royal officials, that is, the treasurer, auditor, and inspector.

Appeals from the sentences pronounced were to the *audiencia* of Santo Domingo, but anyone who desired could appeal to the judge of *residencia*—a judge appointed by the King to hear and try complaints against public officers—to which end the Crown appointed one such judge for each administration. He also heard complaints against judges coming over from a former administration, but with appeal to the supreme council of the Indies in Spain if desired.

The government was composed of two *alcaldes*, who were selected by the inhabitants and commissioned by the King at request of people, six magistrates, two circuit magistrates with special attributes, one solicitor, and one secretary. The governor presided and in his absence the *asesor*, who was the governor's lieutenant. The *alcaldes* tried civil and criminal cases and administered justice in all other affairs in the towns within their respective districts.

The magistrates saw to the supply of provisions and regulated the prices therefor. The circuit magistrates exercised their jurisdiction in the country towns and districts, and were obliged to visit these places regularly. The solicitor represented the rights of the public and could be substituted by the governor's legal adviser, the *asesor*, who, as the lieutenant-governor, could sit as an ordinary judge to try case and issue processes in all causes, civil and criminal, throughout the island, nor was there appeal to the governor from his decisions, but the governor might be assisted by another acting *asesor*, except in military or treasury cases, for in these the governor must be assisted and advised only by his regular legal adviser in the capacity of *auditor de guerra* (judge-advocate).

There was a government in San German, composed of *alcaldes* and magistrates, as in the capital, and had the same jurisdiction throughout its judicial district.

The "tribunal de real hacienda" (treasury tribunal) was composed of the governor, his legal adviser, the treasurer, and the auditor. It was the duty of these treasury officials to collect all the customs duties, excises, taxes on land, and other income belonging to the royal treasury, also to pay the troops, for the building of fortifications, and other charges and expenses of the Crown. This treasury court had power to confiscate smuggled goods, contraband of war, and try persons who avoided, or tried to avoid, payment of royal taxes.

The ecclesiastical court of the bishop had one vicar-general of all the island, one deputy vicar who only exercised his office in case of absence or sickness of the principal above mentioned, one public prosecutor, two notaries, one solicitor, and one constable. This court decided all cases involving matrimony, benefices, and other ecclesiastical matters, but should any offender object to the decision of this court he could appeal to the high court of the island by means of process known as *de fuerza*, and, pending the resolution of the said court, the sentence could not be executed. Besides this ecclesiastical tribunal, there were two subordinate courts for the vicarages of San German and Coamo, that were only empowered to have preliminary proceedings of cases in their jurisdiction, which were then remitted up to the bishop's court for decision.

Every town on the island had a judge, who was appointed by the governor, named "teniente de guerra;" he was the governor's lieutenant, in fact, and ruled in accordance with instructions and orders from his chief. His principal duty was to organize and command the local militia, which was composed of inhabitants not enlisted in the insular or regular militia; to place a militia guard over the public prison, and another at the lookout on the coast to watch for deserting slaves; to watch for contraband of war; to keep the roads in condition; to conduct prisoners to the capital, and notify the authorities therein of the state of affairs in their respective districts.

The governor's lieutenant also collected land taxes and the salary of the parish priest, ordered the payment of debts when they did not exceed 50 pesos, tried all causes summarily, and in doing so acted both as judge and clerk of court. In his absence the commander of the garrison filled his place and both carried a cane distinctive of the office. He also notified the people of public meetings to be held, served on each person a written notice stating his *pro rata* of the priest's salary, of the expenses of church building, of building of quarters for the militia or for public prison, and thus each person could exhibit his assessment as furnished by the governor's lieutenant whereby he was enabled to avoid fraudulent collections, which had been made to a notable extent. Persons enrolled in the regular militia had cer-

tain exemptions, and could only be tried by their respective officers, not by the ordinary courts of justice.

The parishes belonged to the "royal patronage," and the priests were appointed by the governor as the vice-royal patron. Three candidates approved by the bishop were sent to the governor, and he selected the one preferred. The tithes of all the islands were farmed out by the royal treasury, and amounted to 17,000 pesos per year, a sum which could be doubled if affairs had been properly managed. The "primicias" (first fruits) of the district were in like manner farmed out by the King at 2,500 pesos annually. The tithes of San German belonged to its own vicarage.

The parish priests had not the same income in all towns. Upon establishing a parish, the inhabitants were obliged to provide a yearly amount for the support of the priest. In some towns they were allowed 300 pesos; in others 200, and in others less. This salary and the parochial fees served to sustain the priests, whose income sometimes reached 1,000 pesos per annum. In large parishes the priest was assisted by one or two chaplains, called "tenientes," who aided him in administering the sacraments to the parishioners who lived in the rural districts on the estates, and as many of these were 4 or 5 leagues from the church, the services of the "tenientes" were indispensable. There were sixty-two secular priests in Porto Rico, forty-five Franciscans and Dominicans, and nineteen nuns, who had "taken the veil." The income of these religious orders was very moderate, for though the Dominicans and the nuns had country estates they produced very little.

The friars and nuns enjoyed the usual personal immunity of their state, but those who had domestic animals—cattle, sheep, etc.—contributed their part for public support as did other inhabitants. Persons serving in the militia enjoyed usual exemptions, besides other special privileges on account of their service. Only their officers had cognizance of crime and debts of the men up to a certain sum. These privileges caused many to enlist in the militia, which is a large and useful organization; but the organization of it created a military sentiment on the island which naturally was not advantageous to industry and agriculture.

Military government and authority exercised by an officer of the army are good or bad according to the ideas and ability of him who governs. All the governors were captains-general, and they seemed to prefer governing in this capacity to exercising their authority as civil governors. Being accustomed to command and to be obeyed without being questioned, they did not concern themselves with the formalities usually observed in the administration of justice which are so necessary in guarding the rights of all parties. This system made governors very odious who failed to recognize that the object of government was the welfare of the people, and that neither this nor industry nor arts could be successfully advanced while the people failed to place their love and confidence in him who governed. Such a system dampened the spirit and checked the efforts of the islanders, who really should have a very mild and moderate government. Be the cause what it may, the island was far from that happy condition that should have been brought about by patriotic and able governors. The island was a burden on the state when it could and should have been a great benefit to it.

Such is the picture drawn by the Benedictine friar of the public rule in Porto Rico just at the time when our own forefathers were putting into practice the principles enunciated in the Declaration of Independence.

It was not until the beginning of the nineteenth century that Spain awoke to the fact that the days of arbitrary government in her vast colonial possessions was in jeopardy.

Self-government had taken the place of colonial rule in a portion of England's American colonies several years before the close of the eighteenth century, and during its last decade France was in a turmoil, her Bourbon king having been overthrown by an uprising of the masses against absolute rule.

Before the year 1810 it was evident that only a miracle could save to Spain any portion of her South, Central, or North American colonies. French armies were traversing the Iberian Peninsula from Gibraltar to the Pyrenees, and Spain was unable to send a single battalion to put down the rebellion in Tierra Firme. Santo Domingo was lost to Spain before the new century began, and within twenty years thereafter the

Spanish flag had disappeared and was gone forever from every city, and fort, and mission, and settlement from the Straits of Magellan to the Straits of Fuca. All that then remained to Spain in America was Cuba and Porto Rico, for Louisiana had been ceded to France and Florida sold to the United States.

The "resident judge" was not appointed after 1799, for in that year the King decreed the extinction of the office, in which, it is not surprising to learn, there were grave abuses and corruption.

In 1794 was established the treasury department, as the royal hacienda might be called, but supervision over fiscal matters continued in the governor until 1811, when his authority over the insular finances and his control of the revenues were very much curtailed.

In 1831 came a reorganization of the judiciary, the first important change and improvement from the time of the conquest. The high court, presided over personally by the governor-general, and in which his lieutenant, the "asesor," had almost unlimited power, gave place to the audiencia, a court over which the governor-general continued to be the president, but the title was scarcely more than an honorary designation. The real presiding officer was the regent, so called, and he was associated with three judges (oidores). There was also a prosecutor (el fiscal). This high court was the same substantially as the old audiencia for Santo Domingo, and the one not long before established in Cuba.

By the same degree creating the audiencia, courts of first instance, six in number, for the same number of territorial divisions, came into being. Each court consisted of a judge (juez letrado) with the dignity of *alcaldes mayores*, and besides each had the added authority of a royal treasury official for his district, as such looking after the enforcement of tax levies. The jurisdiction of these courts included all civil cases, but in criminal matters their action extended only to the award of sentences for all save the grave offenses. In these cases the action of the judge was limited to the preparation of a summary of the evidence for consideration, trial, and sentence by the audiencia. These courts took over the more important duties of the governor's lieutenants (*tenientes á guerra*) in respect to the administration of justice in the towns and villages, but the *tenientes*, later called *alcaldes*, still disposed of all the minor offenses. These measures were important in liberalizing the local rule, a concession to the people of a right to a judicial determination of their civil controversies, as well as a judgment by sworn law officers of questions of crime, which in practice had previously been disposed of by arbitrary rule of the executive. The *alcaldes* still continued to administer justice in minor cases, but a court for each municipality was soon after created.

Appeals from judgments of courts of first instance laid with the audiencia, and appeals from its decisions were carried to the supreme court in Madrid, and thus disappeared the governor's absolute powers.

The judicial system left in Porto Rico by Spain was grounded on the system then and now implanted in the Peninsula, a system based on the Roman law, and that appears to be well adapted and satisfactory to the Spanish race. Indeed, the system of jurisprudence of Portugal, France, Belgium, Italy, Switzerland, and a part of Austria is similar in its general characteristics to the Spanish.

The administration of justice in Porto Rico was the subject of a carefully written memoir by the well-known Porto Rican writer and

philanthropist, José Julian Acosta. It was published in 1866 in his "Notes" on a new edition of Iñigo Abbad's work. No other publication on this island is so full of historical and statistical information as Acosta's. For the following data respecting the judiciary of the island as it was found by the Americans the writer is largely indebted to this author, whose writings have been generally used. While his description applies to the conditions respecting the administration of justice as they existed in 1866, yet between that date and 1898 important changes respecting the judiciary were very few.

The municipal courts were reorganized in 1884, and in 1898 new criminal audiencias were established, while the chambers of war and navy in the tribunals were done away with and special military and naval courts created.

Stated in a few words, the administration of justice was committed to the following tribunals or officials in the ascending scale:

1. The alcalde and lieutenant alcaldes of towns who still retained some trace of judicial functions.
2. The municipal judges (corregidores), one for each township, and depending on the courts above.
3. The courts of first instance and instruction (the former alcaldes mayores), twelve in all, and dependent on the audiencias.
4. The criminal audiencias, three in number.
5. The territorial audiencia or court of appeal.
6. The supreme court of the Kingdom in Madrid, and, finally,
7. The King himself.

Besides, there were special tribunals for the army, the corps of engineers, the church, and for administrative litigations.

THE ALCALDES AND THEIR LIEUTENANTS.

As the representatives of the supreme government in the municipality, the alcaldes possessed large powers. While these officials were supposed to be elected by the voters, in fact they were the nominees of the governor-general. The laws conferred upon them extensive executive powers, and the power to impose fines for various delinquencies, but the provisions containing a specification of these duties, which were closely allied to those performed by judges, are scattered through the statutes, and a detailed mention of them is not attempted.

THE MUNICIPAL COURTS.

There was one for each township, the judges being appointed by the president of the audiencia and compensated for their services by fees, paid by those who invoked their intervention or were the subject of their judgments.

These judges came into existence about 1840, under the name of corregidores, and relieved the *tenientes de guerra* of some of their judicial functions. Until about 1870 they were designated as above, a word synonymous with alcalde or juez. These municipal judges had jurisdiction in civil cases when the amount involved was less than 200 pesos, provided these causes were susceptible of being terminated by agreement of the litigants; but in cases not susceptible of such termination, the judge could take jurisdiction, if no more than 20 pesos were involved, in towns where there was a judge of a court of first instance, and in other towns the jurisdiction pertained where the amount reached

30 pesos. They tried complaints of calumny, defamation of character, and minor misdemeanors, where no greater sentence than 10 pesos or ten days' imprisonment could be imposed, and summarily tried delinquents or persons charged with misdemeanors, the punishment of which would not exceed thirty days' confinement; and they could impose fines in certain cases up to 45 pesos. Appeals were heard by the *audiencia* of the district and against its decision there was no recourse. They could not take jurisdiction of crimes *per se*. Their powers were limited to the punishment of violations of municipal ordinances. They also had jurisdiction in arbitrations between litigants. The judges of courts of first instance heard and decided appeals against the decisions of municipal judges.

COURTS OF FIRST INSTANCE AND INSTRUCTION.

Of these there were 12, two in San Juan, and the others embraced the rest of the island. Each court had a judge and secretary, and all were appointed by the president of the *audiencia*. It was a *sine qua non* that they be liberally educated, holding college or university degrees. *Juices letrados* they were designated in Spanish. In rank, precedence, and emolument they were arranged in three categories, according to the importance of the municipality, the chief town of the district, the seat of the judge. They were paid fixed salaries by the State and held life positions, but were removable for cause.

This system, as found implanted, appears to have been the result of evolution. It is now easy to see that the need was great for some intermediate court between the lowest and the highest, else the lower tribunals would be deciding causes of very great gravity, or the high court of the *asesor* would be hindered with much detail. As the island increased in wealth and population, some of the towns were raised to a higher dignity than the others, and were called *villas*, governed by *alcaldes* of a higher rank than the ordinary *tenientes a guerra*.

The chief executive officers of these larger towns were formerly called *alcaldes mayores*. Each of them, of whatever rank, was a judge, and the high-class mayors were given a broader jurisdiction, equal to that later conferred on judges of first instance courts.

These courts, although of different rank, i. e., final, promotion, and entrance, had equal jurisdiction and powers, and the judges took cognizance of all cases, criminal and civil, that arose within their respective districts, except such as were by law reserved; for there were certain persons, like the clergy and nobility, who were under a privileged jurisdiction, but with such persons writs of injunction were issued in cases of forcible entry, and writs of *mandamus* to repossess persons forcibly ejected. These courts heard appeals from the municipal judges, and could fully try and finally dispose of all cases involving persons enjoying privileged jurisdiction if the parties thereto requested trial, but there was appeal to the *audiencia*. In criminal cases the proceedings, if not resulting in acquittal, went no farther than the preparation of a summary of the testimony, and the judge asked of the *audiencia* a sentence appropriate to the crime.* Another function

*Up to 1890 the municipal *alcaldes* continued to try and punish crimes in their towns the same as had been by the *corregidores*, but their jurisdiction did not extend to the grave cases, such as Americans would call State prison offenses.

of the first instance judges was to discipline the lower or local judges and to punish them by fines and costs for misdemeanors in office; but here, also, there was right of appeal to the audiencia above.

THE CRIMINAL AUDIENCIAS.

The personnel of each was as follows: One president, two magistrates, one public prosecutor (fiscal), one assistant public prosecutor (abogado fiscal), one secretary, and the usual court officials.

There were three in the island—one for each of the three districts into which the island was divided—each having jurisdiction over all felonies committed within their respective districts that were not reserved for special tribunals, as the church, the army, and the navy. These courts took the name of the principal town, as San Juan, Ponce, and Mayaguez, and the courts of first instance within the district were dependencies of the audiencias. The persons comprising the criminal court of San Juan and their employees were all a part of the territorial audiencia.

As before stated, the first instance judges sent up the summaries of crimes of which they had taken cognizance. These were, in fact, indictments, accompanied with report of testimony. If these judges believed the accused guiltless, they recommended dismissal of the case, and meanwhile provisionally released the man, but if they believed him to be guilty, it was so stated and the audiencia was asked to award a particular sentence appropriate to the crime. In respect of criminal causes these tribunals were courts of instruction, while in respect to civil cases they were courts of first instance. All sentences of death were reviewed by the supreme court in Madrid as appeal cases, for the law presumes an appeal in every case of death sentence.

TERRITORIAL AUDIENCIA.

With personnel as follows: A president, a president in chambers (en sala), five judges (magistrados), one prosecuting attorney (fiscal), one assistant prosecuting attorney (teniente fiscal), one law reporter (abogado fiscal), one secretary, and necessary clerks, bailiffs, etc.

This tribunal had original jurisdiction in impeachment proceedings of other judges, civil or ecclesiastical, and it had jurisdiction as a court of appeals in the following:

Of criminal and civil trials in the second instance and in the third in certain cases.

To grant or deny appeals to the supreme court in Madrid by inferior judges against decisions of superior judges.

To take cognizance and render decisions in case of appeals from unjust decisions of ecclesiastical courts or prelates.

To appoint a lawyer to take cognizance of civil or criminal cases where the proper judge had refused to take cognizance.

To remove the trial of a criminal case from one judge to another when the ends of justice required it and the law sanctioned it, this to be done only by the audiencia sitting in banc.

To decide questions of jurisdiction.

To render decisions respecting gubernative and police powers.

To investigate the action of inferior judges and to instruct them in case it be necessary to prevent delay in the administration of justice; also in extraordinary case of necessity to censure, reprimand, and fine them, and even to prefer charges against them for misdemeanors.

THE SUPREME COURT OF THE KINGDOM.

This was purely a court of appeals, and to it was referred a large number of criminal cases and some civil ones. At the time of change of sovereignty a very large number of cases had been appealed to this court and were being considered. So far as has been ascertained the result of the action had by this court before the change of sovereignty has not been made known, nor have the papers been returned.

THE KING.

Having the power of legislation with or without the cooperation of the Cortes and having the pardoning power, His Majesty was a very important part of the judicial system.

While there were various special tribunals, already referred to, such as the military, naval, ecclesiastical, commercial, and administrative courts, detailed statements respecting each are omitted for the reason that they were of subordinate importance.

The fiscals and secretaries of the courts had functions and duties which in many respects were the same as those of prosecuting attorney and court clerks in the United States, but they had other and quite different functions and attributes. The fiscals, like the judges (*mages-trados*), all held life positions, and were promoted according to fixed rules. They had retirement privileges after certain terms of service. The fiscals were promoted to vacancies of judges, and the latter to appropriate vacancies that gave promotions in the office of fiscal.

THE JUDICIARY DURING MILITARY RULE.

The transfer of sovereignty (October 18, 1898,) left the island without a supreme court. A considerable number of suits were pending, some of which had already gone to Madrid, and others had passed through the insular courts and were in course of preparation for reference. Under the mortgage or hypothecary law also, appeal lay from the decision of the registrars to the judge of the first instance, then to the *audiencia*, and finally to the management of registrars in Madrid. Appeals under this law were also pending, and as the Spanish procedure, both civil and criminal was quite protracted and subject to a multitude of delays, especially in civil actions, the organization of a supreme court in the island was of pressing importance.

The Spanish members of the *audiencia territorial* had resigned a few days prior to the change of sovereignty and on October 15 sailed for Spain, leaving but two judges on the bench, with the fiscal or prosecuting attorney. These men were ready to transfer their allegiance to the United States, and were accordingly retained in office, the oath being administered on October 19.

Measures were immediately taken by the department commander to reorganize the judiciary in its higher branches, the first step being the creation of an insular supreme court. This was done on October 26 by the appointment of the following personnel: Jose S. Quinones, president; Jose C. Hernandez, president of sala; Aristides Maragliano, magistrate; Jose De Diego, magistrate; Herminio Diaz, magistrate; Manuel F. Rossy, magistrate; Juan R. Ramos, magistrate; Francisco Acuña, fiscal; Angel Acosta, lieutenant fiscal; Rafael Nieto, advocate fiscal.

The following day the *contencioso administrativo* (court of administrative litigations) was abolished by general order, and its functions transferred to the supreme court.

Messrs. Diaz, Rossy, and Ramos declined their appointments on the bench; Mr. Diego was transferred to the *audiencia* at Mayaguez; Mr. Acuña appointed secretary of state, and other changes and new appointments occurred resulting, finally in January, 1899, in the following personnel: Jose S. Quinones, president; Jose C. Hernandez, president of sala; Jose M. Figueras, magistrate; Rafael Nieto, magistrate; Eduardo Acuña, magistrate; Angel Acosta, magistrate; Julio M. Padilla, magistrate; Rafael Roméu, fiscal; E. L. Gaztambide, lieutenant fiscal; Pedro Aldrey, advocate fiscal.

The other courts of the island remained for some time as above outlined, the places made vacant by the retirement of Spanish incumbents being filled by natives upon the recommendation of the secretary of justice. The civil actions which had been suspended by the war gradually resumed their slow judicial course, and it was hoped that with the establishment of military garrisons in the several towns the courts would also be found capable of suppressing the brigandage which was then prevailing in various sections. It soon became apparent, however, that the local judiciary was wholly unable, either by reason of their tedious procedure or because of the prejudices and animosities of the war, to act with the necessary promptness and energy to discover and bring the guilty parties to justice. Accordingly, after two months of patient experiment, the department commander ordered as follows on December 8, 1898:

It having become evident that owing to their slow process and the overcrowded state of their dockets the civil courts can not act with sufficient promptness against the bandits that are still committing crimes of arson and murder on the island, there not having been a single conviction in such cases and an immediate example being necessary, military commissions will be appointed for the trial of such cases as may be properly brought before them.

The effect of this was most salutary. Commissions were immediately organized in the three principal cities, San Juan, Ponce, and Mayaguez; also in Arecibo. The evidence taken before these commissions revealed the existence of well-organized bands of marauders, who were keeping the country ablaze with incendiary fires and terrorizing the people by their acts of vandalism and atrocity. The victims of these outrages were mostly defenseless persons of Spanish sympathies residing in the rural districts, or men of wealth who were subjected to blackmail to save their properties from pillage and destruction.

Although the work of the commissions was greatly retarded by the scarcity of officers available for this duty by frequent changes of station required by more urgent service, as well as by the difficulties encountered in securing the attendance of witnesses and the reluctance of the latter to testify through fear of the terrible revenge which was liable to be visited upon them by the prisoner's confederates and friends, a large number of cases were patiently investigated and disposed of. Every conceivable effort was made, and many times repeatedly made, by the culprits and their friends to secure their transfer to the local tribunals, and in these efforts they frequently enjoyed the sympathy and assistance of high civil authority. But whenever the jurisdiction was clear the accused persons were held with unyielding firmness and compelled to make their defense before the military tribunals. When at last it became apparent that every captured bandit

would receive a speedy trial before an American court "without partiality, favor, or affection," and, if convicted, would surely go to the penitentiary without regard to his social or family influence, wealth, or former respectability, vandalism began speedily to subside, and by the opening of spring had entirely disappeared.

THE UNITED STATES PROVISIONAL COURT.

Early in the month of February, 1899, advices from Washington began to point to a conclusion of formalities in the treaty of peace with Spain and an official proclamation of peace. As some of the districts of the island were yet in an unsettled condition, acts of violence being still committed by armed bands, and as a considerable number of cases were pending before military commissions, on the 16th of February the judge-advocate of the department of Porto Rico recommended that authority be obtained to proclaim martial law in those districts which were still turbulent and lawless, writing as follows:

In view of the ratification of the treaty of peace between the United States and Spain, I have the honor to invite your attention to the fact that there are now pending before military commissions in this department a large number of cases under charges of murder, arson, robbery, larceny, and other grave crimes. These offenses were committed (and are still being committed) by banditti in various parts of the island. There are three military commissions engaged in trying cases of this character, which are being disposed of as rapidly as possible. There must, however, remain a considerable number after the proclamation of peace, and as cases may continue to arise in future where resort to military tribunals may be necessary, I have the honor to recommend, in the absence of legislation by Congress, that application be made to the President to proclaim martial law in this department wherever deemed necessary.

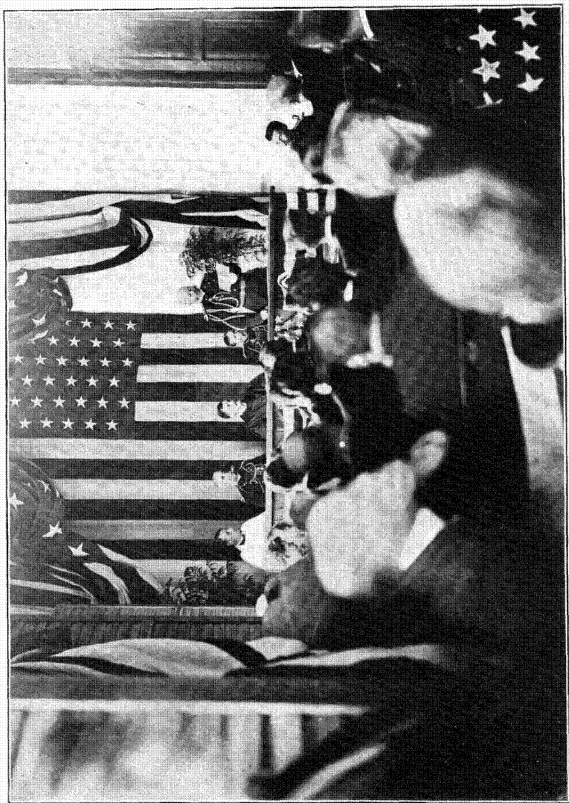
The jurisdiction of military commissions convened (as ours now are) under the laws of war, can be exercised only up to the date of termination of the war status. Cases remaining pending and incomplete at such date must be abandoned. (See Digest Judge-Advocate-General's Opinions, 507.)

This was forwarded to the War Department and was reviewed by the Judge-Advocate-General in a report to the Secretary of War, in which he remarked:

That the question of legality of the proclamation of martial law and the appointment of military commissions in Porto Rico, after the declaration of peace, is one of great importance. The present condition there is that of hostile occupation, or military government, as it has been called (Opinion C. J. Chase in *Milligan's case*, 4 Wall., 142), and there is no question as to the authority for the appointment of military commissions in that island at the present time. But with the declaration of peace a different condition will arise. Porto Rico will then become a part of the territory of the United States, although not territory for which Congress has provided a government. It is now territory in the hands of the President by virtue of hostile occupation, and which Congress has left in his hands until it shall see fit to legislate on the subject. What will then be the President's powers? He can not withdraw the Federal authority from the island. He must still retain control, he must maintain some system of government until Congress shall act in the matter. (*Cross v. Harrison*, 16 How., 164.) But he will not, after the declaration of peace, have the same powers as now. The rule of hostile occupation can then no longer be enforced.

The treaty of peace assumed that the ordinary criminal courts will continue to exist, but if these can not be relied upon for the suppression of the crimes named, it would seem that the President would have the power to appoint a provisional court of competent jurisdiction.

The Judge-Advocate-General also referred to the establishment, by Executive authority, of provisional courts in Louisiana during and after the close of the civil war, and suggested "that a court of that kind would probably be effective in case the ordinary criminal courts should not be." He also referred to the reconstruction acts of Con-



INSTALLATION OF THE UNITED STATES PROVISIONAL COURT, SAN JUAN, JULY 1, 1899.

gress authorizing district commanders to organize military commissions or tribunals, and concluded by advising that unless absolutely necessary, it would be much more desirable to resort to the provisional court than to maintain military trials for other than military purposes. These views having been approved by the President, were transmitted by the Secretary of War to these headquarters under date of April 14. Major Sharpe, the judge-advocate, submitted the draft of an order for the institution of a United States provisional court, with a letter of transmittal from which the following extracts are taken:

* * * * *

The President having approved the recommendation of the Judge-Advocate-General it follows that trials by military commission in this department are now authorized, but unless such action is absolutely necessary it is recommended "as being much more desirable to resort to some other measure, such as the provisional courts," which were instituted during and immediately after the rebellion. The conditions existing in the Southern States in 1865-66 were widely different from those now prevailing in Porto Rico. The laws, usages, customs, and language of the conquerors were the same as those of the subjugated country, and the provisional courts were readily instituted, and there were numerous lawyers in both the Volunteer Army and civil life who were well versed in the practice and procedure of American courts. But in this island there are few, if any, American lawyers available for this purpose, and to appoint Porto Rican lawyers to such places would merely be to multiply offices and perpetuate the un-American system of jurisprudence now and heretofore prevailing.

The class of cases which would fall within the jurisdiction of a provisional court are those which heretofore have been brought before military commissions, such as crimes committed by a civilian, either native or citizen, of the United States, as, for instance, robbery or obstruction of the mails, or by a citizen of the United States or of a foreign state against another citizen of the United States or resident of a foreign country, etc. Also a considerable number of crimes committed during the war as late as February last by natives against Spaniards, or by natives against officers and soldiers of the Army and Navy.

* * * * *

After very mature consideration and amendments in several details to meet the objections of the Insular Bar Association and supreme court, who waited on the commanding general in a body to present their suggestions, a United States provisional court was instituted by General Orders dated June 27, 1899, and the court was duly installed on July 1 with appropriate ceremonies, the military governor and staff, foreign consuls, supreme court, civil cabinet, and other officials being in attendance.

This court was composed of one law judge and two associates, the latter being Army officers, a prosecuting attorney, a clerk (also an Army officer), and other necessary officials, and was clothed with the powers and jurisdiction vested in similar Federal courts in the United States. It was also given a special jurisdiction in criminal cases as follows:

1. Offenses committed by or against persons, foreigners or Americans, not residents of this department, but who may be traveling or sojourning therein, or against the property of nonresidents.
2. Offenses against the person or property of persons belonging to the Army or Navy, or those committed by persons belonging to the Army or Navy, not properly triable by military or naval courts, but not including minor police offenses.
3. Offenses committed by or against foreigners or by or against citizens of another State, Territory, or District of the United States, residing in this department.

Liberal provision was made for the admission of members of the Porto Rican bar, and in deference to the expressed apprehensions of the local judiciary, it was also declared that "in the determination of suits to which the Porto Ricans are parties, or of suits arising from

contracts which have been or shall be made under the provisions of Spanish or Porto Rican laws, the court shall, as far as practicable, conform to the precedents and decisions of the United States courts in similar cases which have been tried and determined in Territories formerly acquired by the United States from Spain or Mexico."

The provisional court immediately organized and proceeded to business, holding terms not only in San Juan, as was the practice with the local insular court, but also in Mayaguez, Ponce, and Guayama. It also held a special session in the island of Vieques.

During the ten months of its existence it transacted a large amount of business, exerting a most beneficial influence throughout the island, strengthening the administration of justice by peaceable, orderly, and efficacious means, and fully justifying the hopes that had been entertained at its creation.

Following is a summary of the cases tried by this court as reported by its clerk, in addition to a large amount of business in chambers:

San Juan:		Ponce—Continued.	
Equity cases instituted	19	Pending	28
Pending	13	Criminal trials	35
Concluded	6	Concluded, "guilty"	19
Common law, cases instituted...	48	Nol pros	10
Concluded	24	Acquitted	2
Pending	24	Pending	4
Criminal cases—		Mayaguez:	
Information filed	205	Cases instituted, equity	4
Concluded, "guilty"	137	Concluded	4
Nol pros	15	Common law, cases instituted ..	38
Acquitted	34	Concluded	32
Pending	19	Pending	6
Ponce:		Criminal trials	29
Cases instituted, equity	9	Concluded, "guilty"	18
Concluded	9	Nol-pros	4
Common law, cases instituted ..	68	Acquitted	7
Concluded	40		

Of trials involving capital offenses there were tried at San Juan, 4; at Ponce, 2; at Vieques, 1. In these cases the death penalty was imposed once, but was later commuted by the military governor to imprisonment for life. The other cases of this nature were found not guilty, 2; and the remaining 4 were found guilty of various grades of offenses, but without capital punishment.

The expenses and receipts of the court were as follows:

Expenses:	
July, 1899	\$999.37
August, 1899	1,599.51
September, 1899	1,395.72
October, 1899	2,276.93
November, 1899	1,807.87
December, 1899	1,985.42
January, 1900	1,573.63
February, 1900	3,040.88
March, 1900	2,176.61
April, 1900	3,599.14
Total	20,455.08

Receipts (fees and fines):

July, 1899	1,598.15
August, 1899	1,038.80
September, 1899	147.99

Receipts (fees and fines)—Continued.

October, 1899	\$284. 85
November, 1899	487. 27
December, 1899	729. 78
January, 1900	337. 59
February, 1900	633. 35
March, 1900	388. 58
April, 1900	724. 13
Total	6, 370. 49

In addition to the amounts above enumerated, fines have been remitted by the military governor to the amount of \$2,610 (Guayama election cases). There has also been collected and accounted for to the Treasurer of the United States the sum of \$1,215, being the proceeds, less expenses, of \$3,144, Mexican, captured by United States troops upon the occupation of the city of Mayaguez and adjudged by the court to be good prize of war. There is also collectible the sum of \$10,000 in forfeited bail bonds.

HABEAS CORPUS.

The introduction of the writ of habeas corpus was proposed and a plan for its institution ordered to be prepared. The following was submitted to the department commander on April 11, 1900:

In compliance with indorsement from your office of March 27 and 29, ultimo, on the subject of habeas corpus, the judge-advocate of the department has the honor to submit the following:

Article 1, section 9, paragraph 2, of the Constitution of the United States, reads as follows:

"The Privilege of the Writ of Habeas Corpus shall not be suspended, unless when in Cases of Rebellion or Invasion the public Safety may require it."

This constitutional right, which has been known in England for several centuries and is a fundamental principle of our own Government, is unknown to Spanish law. As there are several hundred prisoners in confinement in the jails of this island, many of whom are held for trifling offenses, and as this state of affairs is liable to indefinitely continue under existing conditions, the adoption and publication of the following is recommended.

Here followed the outline of a general order based on the provisions of sections 752 et seq. of the United States Revised Statutes, empowering the president of any general court-martial or military commission or the commanding officer of any post or garrison to issue the writ of habeas corpus.

This proposition having been referred by the commanding general to the secretary of justice, was returned after considerable delay with many objections, chiefly that such authority should not be intrusted to military men, but belonged exclusively to the courts.

It was evident that the writ would be of little efficacy in the hands of the local judiciary on account of their manifest aversion to innovations and their unfamiliarity with its principles and purposes. In order, however, not to abandon all hope of eventually establishing the writ, and to pave the way more effectually for its exercise by the United States provisional court which was then in contemplation (and peace with Spain having meanwhile been declared), an order, prepared by the secretary of justice, investing the local civil tribunals with power to issue the writ, was submitted, and after considerable emendation was finally adopted and published in General Orders on May 21, 1900.

JUDICIAL REFORMS AND THE NOTARIAL SYSTEM.

Continued observation and study of the procedure of the courts and of the notarial system, supported by numerous petitions from members of the bar and other citizens of the island, demonstrated the necessity for reform. It was equally manifest, on the other hand, that changes, however desirable, should not be radical or sweeping, as the administration of the courts and civil affairs, in their subordinate branches at least, must remain in the hands of native officials. The old forms and procedure with which they were familiar could therefore only be modified. The judicial system has already been outlined, but its procedure was excessively slow, encumbered with many formalities, and in the hands of a skillful litigant could be employed to exhaust the patience and the purse and defeat any cause regardless of its merits. As heretofore stated, the writ of habeas corpus was unknown. The secretary of justice was the arbiter of the courts, and had even absorbed some of the functions under the law belonging to the judiciary. No judge could obtain leave of absence, even for a single day, without his consent. The jury system was unknown and of doubtful expediency. It was also observed that a very considerable proportion of the petitions praying for judicial reforms were directed against the bench, suggesting methods of impeachment for malfeasance and corruption, and generally indicating a lack of confidence in the judges. Extracts from one of these petitions, presenting a proposition prepared by a member of the Mayaguez bar (see appendix), may serve in a measure to illustrate the ideas then prevailing in the legal profession of the island and the desire to break away from the arbitrary methods and the secret process of the old régime.

Many petitions of like character were presented in good faith and with sincere desire to rid the courts of their tedious and mystifying processes. The notarial system and registrars (recorders of deeds and mortgages) were also the subject of similar complaints. A further example of these petitions relating to judicial, commercial, and political conditions will be found in the appendix. The function of the notaries and registrars may be here briefly noticed.

The notary under the civil law is a very important official. By a royal decree of 1858, a Spanish notary was required to be a bachelor of arts; to have some knowledge of the civil, mercantile, and penal law of Spain, and three years' experience as assistant to a notary or scrivener. His records concern all kinds of business. For notarial purposes, the island was divided into eight districts, each district having one or more notaries according to the necessities of the business, there being a total of 27 in the island.

Each notary retained his books of record, going back thirty years, and under a law of 1874, an archivist or record keeper was appointed for each district, while every year a book of notarial entries was sent to him, written thirty years before. Thus the archivist in San Juan had in his possession complete records for one hundred and ten years, and imperfect records fifty years older. There are no fireproof apartments for the safe-keeping of records and there is no security against damage or loss by storm.

In the transfer of real estate the parties went before the notary, either with a memorandum deed drawn up by a lawyer or without any paper. The notary then wrote the original act of transfer, reciting

how the seller acquired title, and the price, description, etc. A copy was made for the party buying, the original kept by the notary in his book, and a copy went to the registrar of the district. For making the original, stamped paper (25 cents for a sheet of four pages) was required. For the copy, stamped paper of the same kind, except the first sheet, which was stamped with the value of the property, was according to the following tariff:

Below \$20	\$0. 15
From \$20 to \$40 .....	. 25
From \$40 to \$100 .....	. 40
From \$100 to \$200 .....	. 60
From \$200 to \$300 .....	. 80
From \$300 to \$400	1. 00
From \$400 to \$500	2. 00
From \$500 to \$1,000	3. 00
From \$1,000 to \$1,500	5. 00
From \$1,500 to \$2,000	10. 00
From \$2,000 to \$4,000	15. 00
From \$4,000 to \$10,000	20. 00
From \$10,000 up	25. 00

In addition to the foregoing a fee was allowed of $1\frac{1}{2}$ per cent of the purchase.

Supposing a transfer involving a deed of 40 pages (which was very common) and a value of 5,000 pesos, the notarial charges would then stand as follows:

Stamped paper, original, 40 pages	\$2. 50
Stamped paper, copy, 40 pages	2. 50
Ad valorem stamp, 5,000 pesos value	20. 00
Notary fee, $1\frac{1}{2}$ per cent of value	75. 00
Total cost for stamps and notary's services	100. 00

Besides which were the registrars' charges, probably as much more.

If a deed was not made by a notary, it was nevertheless good between the parties, and the high stamp tax caused some to refrain from going before the notary, especially after the tax was raised in 1894. In the case of a dishonest seller who took advantage of the absence of the notary's deed to sell over again the same property, the second purchaser by reason of the notary's deed took the property, and an action for damages lay against the seller in favor of the injured first party.

REGISTRARS OF PROPERTY.

The business of the registrar seems to have been organized in 1880, under a law of that year, modified in 1893. His books go back to 1880, and all mortgages and sales of lands or houses by the Government or individuals since that time are recorded therein, except as above stated. Mortgages required the same proceedings as sales, so far as they related to stamp tax and recording.

Notaries and registrars were appointed for life, formerly by the minister of colonies (Ultramar), later under autonomy by the governor-general, and finally during the first year of American occupation by the secretary of justice. They were selected by competitive examinations, supported by political influence.

While their fees were regulated by law the practice seemed to be to exact all they could get, the income in some localities amounting to over \$1,000 per month.

The stamped notarial paper appeared to be specially obnoxious to the people, and accordingly within a few days after the change of sovereignty steps were taken to abolish it. This was effected by an order of October 27, 1898.

* * * * *

II. From and after the date of this order the use of all stamped paper and stamps of every kind and character whatsoever heretofore required by Spanish law will be discontinued in Porto Rico and its adjacent islands, and all documents, titles, bank checks, and papers of every kind and character will have legal effect in Porto Rico and its adjacent islands without the use of the said stamped paper and stamps.

* * * * *

The following month another tax on the conveyance of property was discontinued by an order dated November 26, 1899:

The ordinance of July 4, 1885, promulgated by royal decree No. 301, of same date, creating a tax known as royal dues on conveyance of property, as also the additional tax imposed by article 7 of the budget act of 1893-94 upon property transferred, either as free gifts in life or by reason of death inheritance and legacy, are hereby abolished.

* * * * *

The schedule of notarial fees was also revised and by an order of January 29 a new tariff was prescribed reducing the rates of transfers of most common occurrence. The following extract will illustrate the measure of this reform. The figures indicate Porto Rican money:

	Old tariff.	New tariff.
Each leaf of original documents in all contracts, wills, and municipal codicils, etc.	\$1. 88	\$1. 00
On values not exceeding \$300. Reduced from 1.60 per cent to \$1 per leaf.....	4. 80	1. 00
On values between \$300 and \$500. Reduced from 2.20 per cent to \$1 per leaf	11. 00	1. 00

The functions of the registrar seemed at many points to overlay and merge into those of the notary. In fact, from an American standpoint the registrar appeared to be wholly unnecessary. The mortgage law had been so amended, amplified, and refined through preceding centuries that serious abuses had grown up, and it was alleged that the registrars were exercising an arbitrary and excessive authority in allowing and encouraging encumbrances known as "tacit mortgages." A prominent member of the San Juan bar, Mr. Cuevillas, protesting against these abuses and exactions, proposed the consolidation of the offices of the notary and registrar. In submitting his plan he said:

We may consider our mortgage laws as an artistic but not as a practical work for public uses, and conceive them as having been written for the purpose of being studied and applied by lawyers of great science and importance, rather than for the use of the people in general.

These laws do not answer at the present time the necessities of a people who aspire to adopt all the good practices and institutions of the American Union, which, in regard to contracts, establish facility, rapidity, and economy as the standard rules. It is for this reason that we submit for your consideration some reforms which might be introduced if they should meet with your approval.

We should at once propose without hesitation the "Torrens" system as the most appropriate for modern necessities; but we have no statistical catalogue of the land property which is the basis of that system, and therefore we have been obliged to desist from such a project.

For this reason we have restricted ourselves to the suggested reforms, which without doubt will prepare the way for the latter and radical reformation.

The proposed modifications will eliminate the dualities between notaries and registrars, which are so prejudicial to the rapidity of the actions.

Referring to the necessity of new surveys and the establishment of metes and bounds, in which the Spanish system was strikingly deficient, Mr. Cuevillas added: .

It is necessary that the rural properties of this island arrive as soon as possible at the same condition as the town properties, so that persons who may wish to purchase or make loans may have them constantly before their eyes. The landed property, no matter how valuable it may be, must leave fiction and enter the domain of reality. The testimony of other people is not sufficient in order to produce in one's mind tranquillity in regard to what one possesses, but the certainty that we in reality possess a thing in the condition in which we imagine we have it is what is required.

It is clear that the proposed reformation is not to be considered as perfect, but without doubt it signifies a step forward, leading directly toward the radical reformation which can not be obtained at the present time.

It was evident that any reforms which might be attempted in the notarial law or in the reorganization of registrars and notaries would be attended with many difficulties. Such a scheme demanded the best thought and the best legal talent available. Other equally important questions were daily pressing for solution, especially those relating to taxation, the reduction and consolidation of municipalities, the reorganization of the judiciary and administrative departments, public education, municipal elections, marriage and divorce, etc. There was no lack of advice from Americans of brief residence in the island, who, disgusted with the tedious procedure of the courts, the illogical and unequal system of taxation, the obstructions encountered in the transfer of property, and the resulting business paralysis, were in favor of sweeping the whole system aside and substituting the codes of Arizona or New Mexico on sixty days' notice. But such heroic treatment was not only of questionable wisdom, but, as Mr. Cuevillas had suggested, quite impracticable. In view of the urgent need, however, of some measure of relief, the commanding general decided to seek the aid of eminent citizens of the island, who, on account of their experience and knowledge of the laws, usages, and customs of the country, might be able to lend valuable assistance. It was proposed to organize a commission composed of an equal number of representatives of the two political parties (Republican and Liberal) and a like number of persons independent of party affiliations.

But after a week or more of conference with the executive committees it became manifest that such a plan was not feasible, the parties being unable to agree on the question of representation on the commission, one claiming greater partisan strength than the other and demanding majority representation. As this could not be entertained, it was finally determined to organize three committees composed of five members each, one from each of the political parties and the third from the independents, or persons not affiliated with either party. After some delay incident to the selection of proper personnel these committees were organized.

A list of questions relating to the administration, taxation, judiciary, elections, reduction of municipalities, the school system, public expenditures, marriage and divorce, etc., was then prepared and submitted to each of these committees with a request for early consideration and report.

The reports submitted in reply to interrogatories, although varying considerable in detail, were unanimous in the opinion that administrative methods could be much improved, taxation placed on a more equitable basis, and the judiciary reformed. They were a unit in the

recommendation that the department of justice as then organized should be immediately abolished.

The reduction of the courts had been under consideration for some time prior to the organization of the committees, as the system then existing was very expensive and the number of judges and other court officials (measured by the American standard) appeared to be far in excess of the demands of litigated and criminal business. A beginning in this direction was accordingly made upon the recommendation of the secretary of justice by the abolishment of one of the courts of first instance and instruction at San Juan (district of Cathedral), transferring its records and business to the adjacent court (district of San Francisco). This was affected by an order dated July 11, 1899, but its publication, instead of being hailed as a desirable reform, seemed to fill the minds of bench and bar with consternation. It immediately became evident that the surviving local court could not possibly carry the additional work thus thrust upon it; that the evil lay in the cumbersome system itself and its complex procedure, and that any piecemeal reduction of courts or employees or cheeseparating of salaries would only stop the wheels of justice and result in an incongruous patchwork.

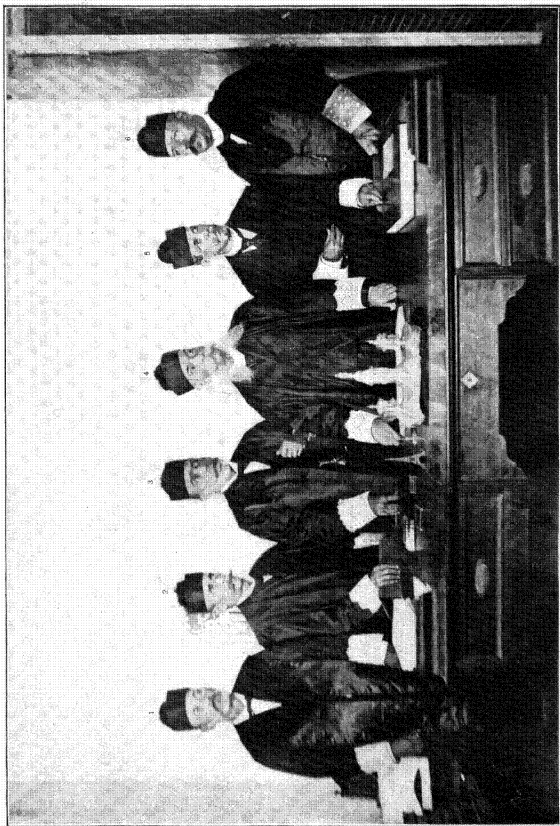
Within ten days (on July 19) the order abolishing the Primary Cathedral district court had to be suspended.

Following the recommendation of the three committees regarding the department of justice, the commanding general abolished the office. This was effected by the institution of a judicial board with personnel as follows: Hon. D. Hilario Cuevillas Hernandez; Hon. N. B. K. Pettingill, judge United States provisional court; Maj. A. C. Sharpe, judge-advocate; Hon. Juan Hernandez Lopez; Hon. Manuel F. Rossy.

Hon. Rafael Nieto Abeille, solicitor-general, was the secretary of the court.

The Porto Ricans were prominent members of the insular bar, the other two were the law judge of the United States provisional court and the judge-advocate of the department. This board was charged with the functions which had formerly been exercised by the secretary of justice and the duties pertaining ordinarily to the office of the attorney-general under the American system.

The solicitor-general acted as secretary and executive officer of the board, and was also charged with prosecuting cases of impeachment against magistrates of the supreme court. This board was one of the most important and helpful agencies in the hands of the department commander. It not only examined and rendered opinions and advice in hundreds of perplexing legal questions, but aided largely in the reorganization of the judiciary, so urgently needed, and in the revision of the laws and procedure of the courts, simplifying the practice, reducing the fees, and exercising a supervision over the inferior courts, notaries, and registrars which had never been known before. It endeavored so secure among public officials a measurable observance of the law regarding fees, which under the Spanish domination depended largely on the disposition of the officeholder and his relations with the cabinet officer under whom he was serving. By a general order of August 7, prepared after rather protracted deliberation by the board, the judicial system was wholly reorganized, and a few days later a further order was issued revising and simplifying the procedure of the courts. The supreme court was reduced from seven to five magistrates, and the audiencias and courts of first instance abol-



SUPREME COURT OF PORTO RICO, AS REORGANIZED AUGUST 7, 1899.

1. Juan Morera Martinez (associate justice); 2. Jose Maria Figueras (associate justice); 3. Jose Conrado Hernandez (associate justice);
4. Jose Severo Quinones (chief justice); 5. Rafael Romieu Aguiar (Isaul); 6. Rafael Nieto Abelló (associate justice).



ished. The island was divided into five judicial districts each, with a court of three judges and a prosecuting attorney. The municipal courts were also reorganized and their jurisdiction enlarged.

This new system, although not all that could be desired, and not wholly acceptable to the American members of the board, was the result of many compromises and amendments, and was finally adopted as the best that could be attained at that stage of progress in the work of reform. The new system was duly installed and work began on August 20. Following is a summary of cases disposed of from that date to May 1, 1900:

Tribunals.	Civil cases.	Criminal cases.
Supreme court.....	50	74
District of San Juan.....	181	918
District of Ponce.....	272	693
District of Mayaguez.....	274	571
District of Arecibo.....	70	412
District of Humacao.....	96	380
Total.....	943	3,048

Total civil and criminal cases, 3,991.

A revision of the notarial law and the law relating to mortgages was also taken up by the judicial board, but owing to the pressure of other business the work was not completed. Various amendments to the civil and penal codes and law of procedure were also prepared, submitted to the commanding general, and published. The board also examined and passed upon orders prepared by the judge-advocate regulating surety and insurance companies, keeping and carrying of firearms, the suppression of dueling, and gambling. It also prepared a complete schedule of fees for municipal courts; made an exhaustive examination of the title to the valuable buildings and assets of the late diputacion provincial, and submitted a plan for settling and closing the complicated accounts of the same with the various municipalities. These orders were duly promulgated. The board also considered at some length the vexed question of

CEMETERIES.

This matter had been for a long time a source of discord between the church and municipal authorities. By an order of February 7 the department commander had sought to adjust the matter, declaring that "Cemeteries which have been consecrated for use by Roman Catholics will be used only for the burial of those of that faith, and will be administered according to the perpetual laws of that dedication. Burials subject to the order of parish priests may be allowed in portions of grounds not dedicated; for others a suitable burial ground will be established by the municipalities.

"The existing habit of exhuming bodies in cemeteries and placing their bones in a corner of the cemetery, or some other place, thus desecrating the dead, will be discontinued."

Dissensions, however, continued to arise in nearly every community, resulting in some places in open combat over the cadaver at the cemetery gates. In view of the unsanitary condition of many of these ancient burial places, the question was finally taken up by the superior

board of health, and an order was prepared and submitted for the consideration of the judicial board. After very lengthy discussion, revealing a considerable diversity of opinion among the members, the plan, with some amendments, was approved by the board, returned to the commanding general, and published in orders.

Another question of serious concern to the community, and which was the burden of many petitions, was that of

MARRIAGE AND DIVORCE.

The civil and canonical law governing the marriage contract had proved very unsatisfactory and oppressive. Prior to the abolishment of the cloistered orders in Spain and her West India colonies in 1837-38 the clergy received salaries. These were paid from the proceeds of collections by the state of tithes and first fruits. The clergy also received bequests and donations and were allowed to charge certain altar fees for baptizing, marrying, and burying. These fees were supposed to have been abandoned in 1858, when by a royal cedula and papal concordat the salaries were increased and fixed, but, nevertheless, the priests still continued to collect the altar fees as before.

A report rendered in October, 1898, by Mr. Charles W. Russell to the evacuation commission is authority for this statement that the marriage fee was equivalent in gold to about \$16^a and more was often voluntarily paid. Whether this exaction, so utterly out of the reach of the peon who lived from hand to mouth on a few centavos per day, was the responsible cause, or whether it was due to the many formalities required by the law, and the difficulty of dissolving an ecclesiastical marriage except through the processes of the ecclesiastical courts, it was evident that a large percentage of the people had long since ceased to regard the formality of the law, and were living in open and avowed concubinage. A conservative estimate would probably place 50 per cent of the population of Porto Rico in the category of the illegitimates.

An effort was made early in 1899, in response to repeated appeals from various parts of the island, to revise this law, and a project, prepared by the secretary of justice, was published as a "judicial order" on March 24 of that year. This order afforded relief in some details, but was practically a reprint of the old Spanish law, and retained the prohibitions against marriage to persons who had taken sacerdotal vows of celibacy; it also denied civil divorce to those who had entered into ecclesiastical wedlock.

A lengthy order (heretofore published in connection with the department commander's report on civil affairs, dated October 13, 1899), declaring marriage a civil contract, and providing simple means for its solemnization, both by the church and civil authorities, and modifying the divorce law in accordance with the provisions of the proposed "Ray bill," then recently introduced into Congress, was prepared by the judge-advocate and transmitted by the department commander to the judicial board. Like the question of consecrated ground for burial purposes, this subject was of so delicate nature as to promise little hope of agreement in the board. It had been remarked that the

^a Dr. Carroll, special commissioner to Porto Rico, states (p. 28) that a simple marriage service costs \$10, while Mr. Nieto stated to the Senate committee in Porto Rico January 15, 1900, that the cost of a marriage in the municipalities was \$1.50.

three committees (above referred to) had abstained from any expression of opinion regarding it. The matter therefore languished through several months in the board, and finally, in view of the pending legislation in Congress looking to the establishment of a civil government for Porto Rico, and advices from the Secretary of War that the matter was being considered by the Attorney-General in Washington, it was allowed to drop.

The foregoing summary relating to the functions of the judicial board present but a brief outline of the innumerable subjects considered, and are referred to in this connection as they all pass through the hands of the judge-advocate, either going or coming, for examination and revision before being sent to the printer.

In the chapter on "Crime and prisons" will be found a description of the Spanish prisons in the island and a statement of the reforms instituted by the military government.

In the chapter on "Elections and the franchise" will be found a description of the introduction of the American system of elections in Porto Rico.

The portion of this chapter following the subtitle "The judiciary under military rule" was almost entirely the work of the able judge-advocate of the department, Maj. A. C. Sharpe, inspector-general, U. S. Vols., to whom the writer was under many obligations for most efficient service.

CHAPTER VIII.

THE INHABITANTS.

The aboriginal inhabitants of Porto Rico belonged to the Carib race but the branch found in this island upon its discovery differed somewhat in racial characteristics from the Caribs proper who inhabited the Windward Islands. They styled themselves Boriquénos, and called their island home Boriquén, a name that is still preserved in a corruption of the original, the modern Borínquen. The number of native inhabitants has been variously stated by historians, but it is nowhere mentioned by writers who were contemporary with the occupation of the island and obtained their knowledge on the spot. Bishop Las Casas, who wrote about the middle of the sixteenth century and had never been in Porto Rico save for a simple call at one of the western ports, estimated the population at the time of the discovery at 600,000 souls; but none of the later historical investigators have accepted this estimate of the venerable Bishop of Chiapas. It is impossible to verify this or any other estimate; but whatever the number may have been in 1493, there is abundant evidence to the effect that twenty or twenty-five years later there were no natives left in the island available for allotment as mine workers. That some of the present inhabitants have an admixture of Indian blood no one who sees them can doubt, but the remaining traces of the aborigines are not numerous, and it is evident that they have had an inconsiderable influence in determining the type of the present population.

The conquest of the island was prompted by a belief that the aborigines had stores of gold easily reached, or that the stream beds were rich

with auriferous deposits to be easily collected, such as had been found in Santo Domingo; but the washing of the river sands was laborious, and sufficient Indian labor was not available. Soon after the occupation by Juan Ponce, the King of Spain and the governors in his name allotted the Indians to the Spaniards who came with the conquistador. The natives were worked in the so-called mines, really placer deposits. The allotment of Indians, practically slaves, was described by the word *encomienda*. There is a record of such allotment to Spaniards in Porto Rico in the year 1520, the total reaching 664. The numbers allotted to individuals on this occasion ranged from 6 to Juan Ponce to 80 for His Majesty the King. It is certain that not all of those so allotted were worked to death, for it is well known that the women were made concubines. Their children survived as half-breeds, and so the admixture of Indian with Spanish blood was preserved and is recognizable in the Indian features of some of the present generation.

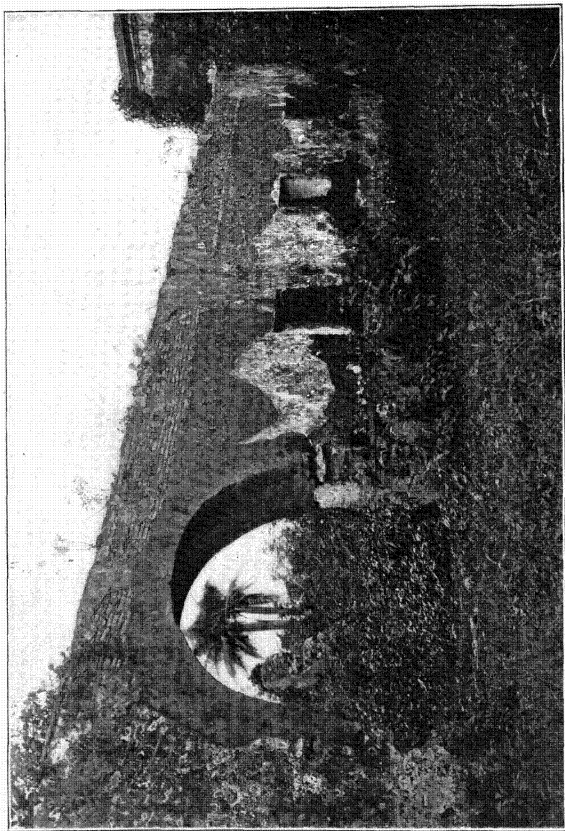
The first settlement had been effected by 1510, and the next year the second town was founded, but the growth was slow. The capital contained 130 colonists in 1548, and in the whole island there were then less than 200. Between the date last given and 1759 there are no data extant respecting population. All we know is that the growth was small. Mineral deposits of great value had not been found, while enormous riches had been secured in Mexico and Peru. Thither the emigration drifted, and Porto Rico was nearly forgotten, except as a port of call and by the pirates of the West Indies who frequently raided and destroyed the settlements. Notwithstanding the slow growth of the population, with the Spanish troops there were enough to successfully defend the island. The English, in 1595 and in 1598, made vigorous but futile attempts at its conquest, and the Dutch, in 1625, retired from an unsuccessful assault on the fortifications at San Juan, in which the attacking force had 18 war vessels and 2,500 men, according to Spanish accounts.

The importation of negro slaves began as soon as the Spaniards had established themselves, and the slave trade was continued until the first part of the nineteenth century.

In 1759 Governor Esteban Bravo reported that there were in the island, 5,611 fighting men—i. e., militia—which would give a total population of approximately 40,000. Besides there were 201 militia officers and a regular force of 41 officers and 400 soldiers. The first official census of which a record has been preserved gave 39,846 free inhabitants and 5,067 slaves. This is taken from the report of Field Marshal Count O'Reilly to the King, written on June 15, 1765.

The first modern writer on Porto Rico was the Benedictine friar, Inigo Abbad. His work on the political, civil, and geographical history of the island, written in 1782, was published in Madrid in 1788. He gives the population by towns, sex, race, etc., at the close of 1776. Of both sexes and all ages the following had established residence, viz: Whites, 29,199; mulattoes, 34,133; free negroes, 2,795. There were 7,792 free persons without fixed residence (squatters) and 6,572 slaves, giving a total for the whole island of 80,491.^a In 1797, the date of the English attack on Porto Rico, the total population is stated to have been

^a This total is obtained by a revised footing of the figures for population of all the towns given in the table, found on pages 287-288 of Acosta's edition of Abbad. The footings as printed are full of errors, and the total as printed is 70,260, a number that other writers have often quoted and accepted.



RUINS OF CAPARRA, SHOWING CONSTRUCTIONS DATING FROM 1510 TO 1515.

Built by Ponce de Leon.

138,758. At that time the military force garrisoning the capital numbered 300 veteran troops and 6,271 militia, with 105 officers. At the close of the eighteenth century the population had reached an aggregate of 155,426.

That one may understand the character of the native population he must know by what races and classes of inhabitants Porto Rico was settled and under what system of laws and customs a wilderness was developed into the densely populated community now inhabiting the island.

The first settlers were Spanish adventurers seeking riches and distinction by any means within their power or control. No laws restrained them, no order of the King controlled them, save that they were to search for gold and Christianize the heathen inhabitants. The Pope gave his blessing to the conquest and allotted all lands discovered and to be discovered in what is now America to the Crown of Castile. Priests of the church accompanied every expedition, and the sword and cross were always displayed together. The lands were allotted to the conquerors and for religious communities, and the Indian inhabitants were allotted as serfs to these grantees.

During the sixteenth and seventeenth centuries there was great activity in exploration and conquest by the Spanish, English, Portuguese, Dutch, and French. No vessel of Spain in America was safe from capture by ships of other nations, for all were practically freebooters. Every year one or more Spanish fleets sailed to the Indies, and their crews were a motley crowd of adventurers of high and low degree. Ponce de Leon, the conqueror of Porto Rico in 1509, was a sailor before the mast with Columbus a few years before. The route of the fleets bound for Vera Cruz, Habana, and Santo Domingo touched Puerto Rico, the old name of the port of San Juan. Many deserted from the vessels at that important port of call, and stowaways were put ashore, while criminals in Spain, sentenced to the Porto Rican galleys, were added to the throng. Pure Spaniards came—Basques from the north and Catalans from the south, Corsicans and Balearic Islanders, Berbers from the African coast of the Mediterranean, emigrants from the Canaries, discharged soldiers and sailors, deserters from the army and fleets, slaves brought first from Europe and afterwards from Africa—all scattered over the land, while mingled with the mass was a strain of blood from the remnants of the Caribs, who, as individuals allotted to the estates and the mines, had escaped the general slaughter of the aboriginal race. The governing and administering officials were all peninsulares, or inhabitants of the Spanish Peninsula, sent out by the King. As a rule, these royal representatives remained but a few years—long enough to secure riches. Some, however, brought their wives, and others married and settled permanently. The progeny of those who left often remained, and thus the local population, changed and modified, was no doubt improved, if the result be measured by the local standard of character and individual worth.

A vivid picture of the domestic life, manners, customs, and industrial conditions is afforded by the writings of intelligent observers of the different aspects of insular life during the last half of the eighteenth century. Brief quotations from two of these who had personal knowledge are given.

Field Marshal Alexander O'Reilly visited Porto Rico in 1765. He

had been governor of Louisiana when it was a Spanish province, and also general in chief in Cuba, in the capital city of which island an important street still bears his name. The King ordered him to report on the social, fiscal, industrial, military, and religious conditions of Porto Rico. Writing in 1765, he remarked:

The small progress made by the island of Porto Rico can be traced to the fact that it never had a code of laws conducive to prosperity, and that the development of the resources of the land had been in the hands of soldiers accustomed only to arms and warfare, and among these were numbers of seamen, sailors, and stoaways who had deserted from every vessel which had touched the island. These people, lazy as a class, unrestrained by the Government, extended over the mountains and valleys of Porto Rico, built themselves miserable hovels, and with two or three plantains, together with native fruits and the number of cattle which roamed among the mountains, they procured fruit, vegetables, milk, and some meat, and upon these lived, and so even now continue. These men were worthless and lazy, they possessed no implements, had no knowledge of agriculture, had no one to assist them in their work or aid in clearing the forests; therefore, how could they advance? To encourage such laziness there was a balmy climate, which required little clothing, and they were contented to wear an ordinary wide shirt and pair of trousers, which latter reached only to the knees. In such a mode of living there could exist no motive for emulation. Then, again, the fecundity of the earth and abundance of wild fruits all tended to increase such a state of affairs. With five days' work a whole family can secure enough plantains to serve them a year, and with bread made from the flour of the cassava, the milk of cows, a little corn, and wild fruits, they are contented. For beds they use hammocks made from the bark of a native tree. To provide themselves with the little necessary clothing, they barter with strangers their cows, dyewoods, horses, mules, coffee, tobacco, and other articles whose cultivation require but little effort. To-day they have advanced a step, which has tended to stimulate them, so that strangers have obtained more fruit, and their emulation has been aroused by the gaudy garments, linens, handkerchiefs, cotton goods, hats, and other articles which strangers have introduced, with the result that this illicit trade, which in other parts of America is so prejudicial to the interests of the King and to the commerce of Spain, has been useful here. This commercial movement will stimulate the cultivation of fruit, and the people, although poor and improvident, are more inclined to work, and, moreover, it is easy for the King to forbid such unlawful trading, to effect which the distribution of the militia and their veteran officers who occupy the coast in a cordon will greatly contribute.

* * * * *

In order to better understand how the inhabitants have lived and still live, it should be observed that in the whole island there are only two schools for children, and outside of Porto Rico, the capital, and the village of San German, very few can read. They reckon their dates from the epochs of government, hurricanes, visits of the bishop, arrivals of fleets, or receipt of money allowances from Mexico. They do not know what a league is, a journey being estimated in proportion to the time likely to be occupied in travel, and the principal people of the island always walk with feet and legs bare. The whites find no repugnance to intermarriage with the mulattoes. In all towns, except the capital, the only permanent resident is the priest, the others living always in the country. Those in the vicinity of the church come to mass every Sunday, and during the Christmas festivities everybody gathers and shares in the rejoicings. For those days temporary huts are used, constructed like dove-cotes, having neither windows nor doors, and so meagerly furnished are they that they are readily moved. The houses in the country are similarly constructed, though some are more improved. There are but few distinguished persons on the island, the only difference between them and the others being that they possess a little more property or they hold rank as officers of militia.

The governors who were cognizant of these evils and desired to remedy them believed that such would result from distribution of land among the poor, who promised to cultivate the earth, and the governors, without thought that the propositions were impracticable, accepted them. The royal court, seeing things only as the governors depicted them, embraced the system, which had been painted in such glowing colors, and the result was the division of much of the land to the grave prejudice of spiritual nourishment, mutual aid, and friendly intercourse; schools were impossible, defense was difficult, and the stimulus for application and culture was absent.

* * * * *

What was realized from this system? Nothing. Before the division there was more than enough land for them and many others, but afterwards they merely produced the same as before. Everybody was a cultivator, and each possessed the same fruits as the other. There was no market, no interior commerce, no reciprocal dependence, and, of the land thus distributed, not one-twentieth part has been cleared.

* * * * *

I can not omit a reflection which appears to me conducive to a better understanding of the situation, and that is that the residents of the island are to-day the very poorest people in America, who, by indolence and unproductiveness, cause the State to lose much precious return. The King, in his conquest, has expended more than twenty million pesos, and to-day there does not exist among the entire population fifty thousand pesos of current money. Notwithstanding such tremendous expenditures by the King, and the possession by his subjects of the best lands in America, no tribute of any kind is paid; this beautiful island is a perpetual and heavy burden upon the royal treasury. These are irrefutable facts and show the necessity for the establishment of other laws and another system of government.

The Benedictine friar, Iñigo Abbad, to whose history of Porto Rico (1778) reference has already been made, thus remarked upon the population of Porto Rico and its natural wealth:

The status of the population of any country will be shown by an examination of its agricultural classes, and its productiveness will be manifested by its products. The population of Porto Rico amounts to 70,250^a, including all classes and casts, but this number is not one-fifth part of the population which the island could support. When the Spaniards arrived there were 600,000^b Indians whose agrarian pursuits extended only to the cultivation of a small patch where a sufficiency of corn and roots was raised for the family sustenance. The imprudent persistence of the first settlers in dedicating all their labors to mining resulted in the neglect of agriculture. This and the early wars prevented rapid increase of population and cultivation of the soil.

Afterwards followed the allotment of land among the early settlers who remained, and these were so few that the division resulted in assignment of the use of tracts so large that their possessors could not utilize them, and vast areas yet remain uncultivated, but the ownership of the land remained in the Crown. As one gazes upon the coast he observes that the island is everywhere covered with forests, because each possessor of his six or eight leagues contents himself with cultivating only enough to support his own family, abandoning the rest to the wild animals, and thus deprives poor people of the means whereby they could subsist.

* * * * *

Yet it is possible to correct all this, without working injustice upon any holders of these vast tracts which they call ranches.

The title or fee to all the land is reserved for His Majesty, and the property of those who hold no legitimate titles of ownership should be distributed among the many worthy poor, giving to each a sufficient portion to insure subsistence of the family and cultivation.

A poor peasant is contented with a farm covering a plot of ground which has a frontage of 75 varas and a depth of 1,500, making the total area of such farm 112,500 square varas. The island consists of 720 square leagues, and this, divided at the rate of 112,500 varas for each holding, would provide for 230,400 families.

The forests of the island divided in this proportion, or any other that would be more convenient, among the later arrived settlers, and others who possess no land, would provide for 7,835 of the former, and a still greater number of the others, who number in all over 15,000, making 30 towns of 500 families each, established in sites deemed most preferable, which is certainly no difficult matter, considering the abundance of timber, water, and cultivable land to be found throughout the island, as well as the fish, oxen, bananas, and other fruits which form the principal means of support of the natives. In view of the fact that beans, rice, sweet potatoes, and other vegetables of the country ripen in two months, all could easily find support. The fertility of the earth would be developed, and there would be created and developed all those means which love and industry suggest. Such advancement and amelioration would be an inheritance to their children and descendants, and in every respect the people, agriculture, commerce, royal tithes, and other developments which are the attributes of a well-settled and enlightened country would be realized.

^a See note, page 3. This should be 80,491.

^b See remarks on this estimate at beginning of chapter.

If there were not enough of the colonists above referred to, the same inducements could be extended to male convicts in the prisons who had finished their term of banishment and do not desire to return to Spain, as has frequently been the case, some remaining because they find the country to their liking, others by reason of lack of sufficient means to pay for their passage, and these having no lands or homes of any kind resort to labor on estates, or become smugglers, or commit other excesses which necessitate their flight to other colonies, and this being vicious and deserving of repression, no remedy would be as efficacious as that of establishing them on the vacant and uncultivated lands of the new towns.

Worthy of no small attention are the slaves, who by reason of their industry have been able to purchase their freedom, or whose masters have conceded them their liberation in wills, which frequently occurs, and these free slaves, lacking means of subsistence, flock to the coast, where they live together, subsisting by fishing and stealing, at times making trips on smuggling vessels without being perceived by priest or judge. Such pernicious practices could be avoided if the freedmen were given a plot of land upon which they could establish a home.

The excessive numbers of colonists who have come to the island in the fleets, mail vessels, and merchant ships from Spain and the Canary Islands, were, for the greater part, much disappointed. Many of them married, others wandered from town to town, for they had no land upon which to establish themselves. The first are unprofitable subjects, and the other objectionable, and have become so many contrabandists, pirates, and thieves, all of which could be avoided if the means were given wherewith they could gain an honest living. He who has no practical knowledge of the conditions of the country will be apt to believe that the colonists established on these new lands, with means so limited, would require much succor in order to enable them to live, and that it would be impossible to thus establish them without great cost and expenditure; but if he will consider the prevailing conditions and familiarize himself with local surroundings, he will so be convinced to the contrary. So productive is the island that there can be found all over it many houses where they have an abundance. The rivers and coasts teem with fish, in the mountains there are land crabs and fruits which, with the milk of cows, potatoes, beans, rice, and corn, form the means of subsistence of these islanders. Thus these *agregados* (landless) who we will suppose as being the first colonists of the proposed establishments, will not fail to possess a cow, fish, crabs, fruit, etc., and they can adapt themselves to every situation and very easily find a rural and frugal support.

Furniture and household effects do not form a hindrance. A hammock and one cooking pot are the only utensils they have. Plates, spoons, cups, jars, and all other utensils they make from bark of trees. Their only instrument consists of a machete, with which they cut the bark, as well as cane, bamboo, and other necessities for constructing a house. With this instrument they also clear the forests, prepare the land, and in fact they use it in their every occupation.

* * * * *

Thus all classes—landless squatters, free slaves, liberated convicts, discharged soldiers, vagrants, and adventurers—could find themselves sufficiently provided for after the fashion of the country.

Another close observer of the social and industrial condition of the Porto Rican population was Col. George D. Flinter, an Englishman in the service of Spain, in Porto Rico, for many years. In 1834 he published in London "*An Account of Porto Rico.*" The following are apposite quotations:

The island was formerly a military post, and the troops that garrisoned it were stationary. The officers, despairing of returning to Europe, married with the creole ladies, many of whom, proud of descending from the first conquerors, were considered noble. In this manner the officers, becoming at once soldiers and agriculturists, looked on Porto Rico as their homes, and they and their children form a considerable part of the white population this day found here. Many of the most opulent and respectable families descended from them, and they form what may be called the Porto Rican aristocracy. In the midst of their poverty they are inexorable in exacting from their inferiors the homage paid to superior rank.

* * * * *

The merchants are usually Spaniards, active, persevering, and industrious, but seldom marry or form permanent attachments. When they have realized a competency they retire to Europe, enjoy the fruits of their industry, and their young relatives succeed them.

Tradesmen and artisans generally marry and establish themselves permanently. The acquisition of property raises the blacksmith and carpenter to a higher rank in society; they become landed proprietors, and consequently associate with the aristocracy before whom they formerly knelt with humility.

Another class, forming the floating mass on the surface of society, is composed of adventurers from all countries, gamblers, etc.

* * * * *

Still another class, which forms no inconsiderable part of the colonists, consists of those men who, for political or civil crimes, have been sent to the galleys of this fortress. At the expiration of their imprisonment they are set at liberty, and few have any inducement to return to their native country. * * * Such has been the fortune of many individuals whose offspring enjoy a respectable consideration, whom it would be illiberal and unjust to reproach with the faults of their forefathers.

The common white people, or lowest class (called jibaros), swing themselves in their hammocks all day long, smoking cigars and scraping their native guitars. The banana grove which surrounds their huts, and the coffee bushes, which grow almost without cultivation, afford them a frugal subsistence. If with these they have a cow and a horse they consider themselves rich. Happy indeed they are. They feel neither the pangs nor remorse which follow the steps of disappointed ambition, nor the daily wants experienced by the poor of northern regions.

* * * * *

The heterogeneous mixture of all classes and colors forms a striking feature in the population, and has a corresponding effect on society and manners, and distinguishes the inhabitants in the relations of social life from other nations.

* * * * *

Porto Rico formerly had the reputation of being poor, consequently, adventurers could not expect to realize fortunes as in Mexico and Peru. * * * Neither has the island groaned as others have beneath the importation of African slaves.^a There being no great capitalists, there were no speculators in human flesh.

* * * * *

The comforts enjoyed by the inhabitants, the happy retirement of a country life, the abundance of food, the absence of large cities, with their vices and pleasures, induce to early marriages. * * * A stranger dropped from the clouds without other auxiliaries than health and strength might marry the next day, and maintain a family without undergoing more than the ordinary hardships or suffering more privations than generally fall to the lot of the farm laborer, and their offspring might be brought up in a state of perfect nudity, as is the case with thousands of children, without their experiencing the least inconvenience to the health or diminution of bodily comfort. The greatest luxury of the negro is to repose in the shade, reckless of the cares of life.

Such quotations might be extended to great length, but would be inappropriate to this work. Those given above will furnish the student and historian with the means of forming a just conclusion respecting the antecedents of the inhabitants and the race, casts, habits, customs, and environment of their ancestors, and as the vices as well as the virtues of a people are often inherited it is important to know from what origin the present generation has proceeded, for from the history of a people we are justified in forming an opinion respecting their capacity for development and progress. A justification for strong faith in the capabilities of the present generation of Porto Ricans for enlightened self-government is not discoverable from the best existing accounts of their progenitors, indeed a more discouraging outlook for a people who are classed as civilized it would be difficult to conceive.

The quotations are from authors who wrote of what they saw in the last third of the eighteenth and first third of the nineteenth centuries, approximately a century ago. It will perhaps be profitable to compare the political, social, and economic conditions as they existed at the

^aAt this date there were over 40,000 slaves in Porto Rico.

close of the nineteenth century with those that prevailed at the commencement of it.

The population of the island in 1834 was given by Córdova at 358,136, thus assorted: Whites, 188,869; mulattoes, 101,275; free negroes, 25,124; slaves, 41,118; troops and prisoners, 1,750.

By 1846 their numbers were, according to General Santiago Fortún, total, 443,137, assorted thus: Whites, 216,083; mulattoes, 154,300; free negroes, 21,491; mulatto slaves, 13,040, and negro slaves, 38,223, or total slaves, 51,263.

In 1860 Col. Paulino Garcia stated the population at 583,308, thus classified: Whites, 300,430; free mulattoes, 241,015; slaves, 41,736; unclassified, 127. At that date foreigners residing in Porto Rico numbered 3,656. The number who could read was given, whites at 44,728 and colored at 6,522, or a total of 51,250, 8.7 per cent of the whole.

The slaves were all given their freedom in 1873, at which date the number liberated was 29,229. A compendium of the enumeration of slaves for different dates, all of the available data is as follows:

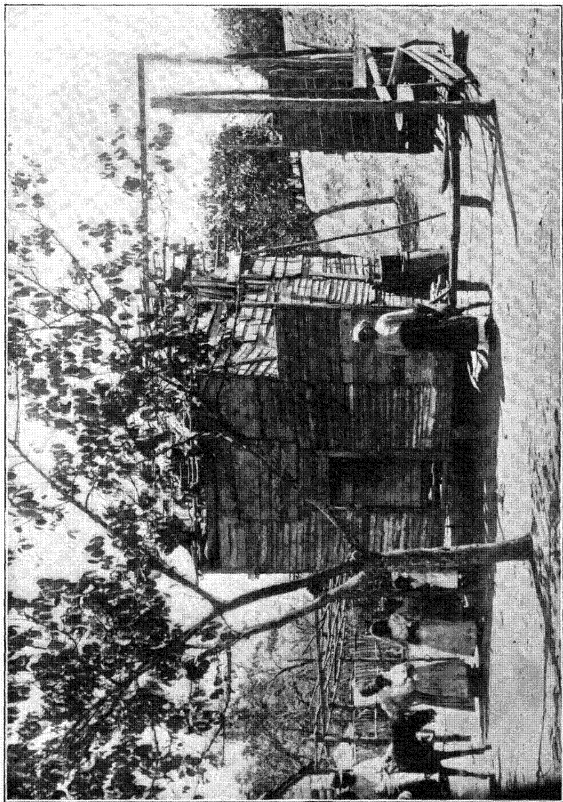
Year.	Number.	Authority.	Year.	Number.	Authority.
1765.....	5,037	O'Reilly.....	1827.....	^a 28,418	Córdova.
1776.....	6,377	Abbad.....	1829.....	33,836	Do.
1794.....	17,500	Acosta.....	1832.....	34,681	Do.
1802.....	13,333	.....do.....	1834.....	41,818	Acosta.
1812.....	17,536	.....do.....	1846.....	51,265	Fortún.
1819.....	18,331	Córdova.....	1860.....	41,736	García.
1820.....	21,730	.....do.....	1872.....	31,635	Coll y Toste.
1824.....	22,735	.....do.....	1873.....	^b 29,229	Do.

^a Acosta gives 31,874.

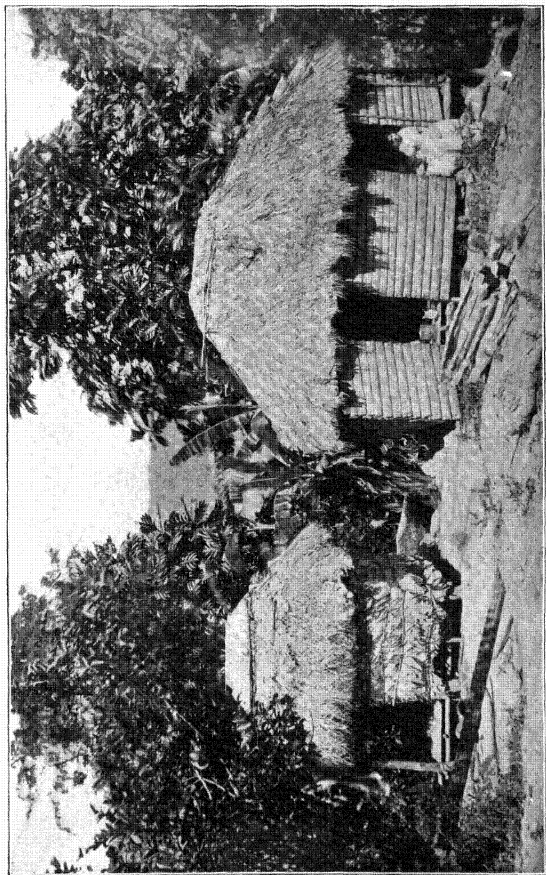
^b The number liberated.

It is quite evident from these figures that about all the African negroes who were imported and enslaved arrived in the island before the close of the eighteenth century, for the increase in numbers thereafter reported would not represent more than the natural increase. We see that the number of slaves reached a maximum about 1846, for fourteen years later there was a falling off of 9,529.

During the sixteenth century there were several royal orders forbidding the exportation to America of white slaves, "christianas viejas," natives of the Barbary coast, Moors, Jews, and mulattoes, from which it would appear that previously the traffic had not been limited to African negroes. The protest against traffic in human beings began to appear in England toward the close of the eighteenth century, and Wilberforce gave the movement great impetus early in the nineteenth, when public opinion found expression in the Congress of Vienna (February 8, 1815), where the traffic was condemned by the great powers of Europe. In 1809 slave trade was abolished by the United States. In 1817 Spain made this nefarious traffic illegal, and in 1845 enacted laws for the punishment of those who continued to engage in it. It is difficult to understand why slavery in Porto Rico attained such small proportions. The last half of the eighteenth century and the first half of the nineteenth was the golden age for slave-holding in the French, English, and Dutch West India colonies. The wealth of the French planters in what is now Haiti was enormous, and it was all based on sugar culture with slave labor. The



A PORTO RICAN HOMESTEAD.



NATIVE HUTS.

slaves were all liberated in the English West Indian colonies about 1837. France, Holland, and Denmark liberated theirs a little later, while those in Santo Domingo conquered their own freedom at the close of the eighteenth century. The only American nations permitting the ownership of human beings after 1850 were the United States, Spain, and Brazil.

The civil war resulted in the obliteration of human bondage in the United States in the year 1863, and ten years later Spain decreed their manumission in Porto Rico, but it continued in Cuba until 1887. Slave owners in Porto Rico were compensated at the average rate of 300 pesos for each slave, the same being effected at the cost of the colonial treasury in amounts of 700,000 pesos yearly. In Brazil slavery continued until about 1880. It does not appear that their liberation in Porto Rico was very seriously opposed, for no civil strife preceded or followed the obliteration of eleven millions of property.

Slavery in this island in the nineteenth century did not entail upon its victims the inhumanities and horrors so common in other countries.^a The Spanish slaveholding laws and regulations were models of clemency, moderation, and gentleness compared to the English, French, and Dutch prescriptions; after a certain number of years of faithful labor for the master freedom was obtained as a right; they could change their masters and own property; the parent could also purchase his own and his children's liberty on practicable terms, and many did so. The slaves could not be worked more than nine hours a day, save in the harvest time, when the hours could be extended to thirteen. The owner was obliged to furnish physicians and medicines to his chattels, and it was obligatory that their marriages should be solemnized by the church, while in the French and Dutch colonies the marriage rite was forbidden to slaves, and in the English colonies it was not recognized.

There is no question that the Spanish laws respecting slavery were of a most humane character, and they appeared to have been honestly enforced, a fact which redounds to the honor of a nation which has been accorded little credit for merciful and kindly dispositions toward the poor and helpless.

The last census of Porto Rico, made under the orders of the War Department in 1899, is summarized as follows:

Total population	953, 243
Made up of—	
Whites	589, 426
Mulattoes	304, 352
Negroes	59, 465

The percentage of the colored, including negroes, in the whole was, therefore, 38.2.

The following will show the ratio which the colored population bore to the whole at each census date, when the numbers of the two races have been stated. It is remarked, however, that these figures should be regarded only as approximate, for the Spanish statistics that have been consulted appear to be full of errors. No other data, however,

^a See Colonel Flinter's Account of Porto Rico, London, 1834.

are obtainable. The numerous errors found have been corrected, where possible:

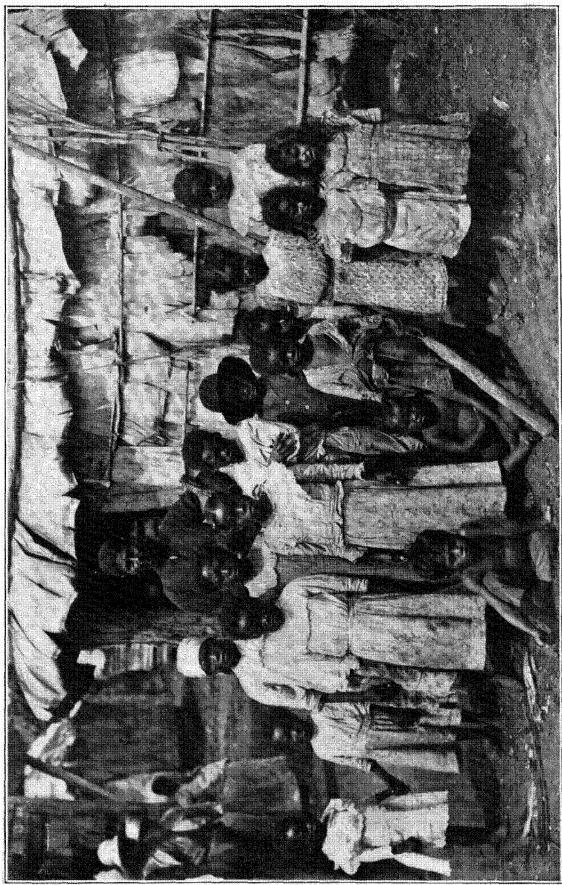
Statistics of population.

Date.	Whites.	Colored and slaves.	Total, not including troops, etc.	Ratio of colored to total population.
				<i>Per cent.</i>
1776	36,991	43,500	80,591	-54.0
1820	102,432	128,190	230,622	55.5
1824	109,393	108,875	218,268	49.8
1827	123,982	160,181	284,163	56.3
1829	140,496	179,672	320,168	56.1
1832	144,008	184,043	328,051	56.1
1834	188,869	168,217	357,086	47.1
1846	216,083	227,056	443,139	51.2
1860	300,533	282,775	583,308	48.4
1887	474,933	323,632	798,565	40.5
1897	570,187	314,632	884,819	35.5
1899	589,426	363,817	953,243	38.2

These figures indicate that the increase among the negro and mulatto population is less than among those who are classed as whites. It is suggested, however, that as the complexion of nearly all Porto Ricans is quite dark, it is difficult for the enumerator to discriminate. There is a race prejudice in this island, as in many other lands, and the natural tendency always is for the mulatto to deny the existence of negro blood in his veins. It seems to be a warrantable presumption that a very considerable number of those who rate themselves, or are rated, as whites are actually mulattoes, and would be classed as colored in the United States. In 1887 the pure negroes numbered 77,000, while in 1899 the number was but 59,000. On the same dates the mulattoes numbered 257,000 and 304,000, respectively, showing plainly that the pure negroes are marrying with the mixed bloods and whites, the progeny being classed as colored. This diminution is certain to continue, and the pure negro type will disappear, unless there should be an immigration of blacks. The population was considerably reduced in 1855 by a cholera epidemic which destroyed 30,000 people, a large part of the mortality being confined to the African race. While most of the inhabitants are very much mixed and crossed, there are also many of pure Castilian blood who are as proud of their ancestry as a Spanish hidalgo.

The census of 1899 reports all but $1\frac{1}{2}$ per cent of native birth. Of this foreign element more than one-half are of Spanish birth, some of the remainder being colored natives of the neighboring Danish and English islands. Living in towns of upward of 8,000 inhabitants, there are only 85,000 souls, or 8.7 per cent of the whole, while in the United States this ratio is over 29 per cent. As might be expected, the negro population is denser on the coastal plains, to which cane cultivation is confined, than in the coffee and cattle districts of the interior.

The number of persons living together as husband and wife by mutual consent constituted about one-fourth of the population, while in the United States the proportion of those who are married, to the whole, was nearly 36 per cent; but of those classed in the census of Porto Rico as married less than two-thirds are lawfully married, the others living together as husband and wife, "married but not parsoned," as a distinguished English writer aptly described the conjugal condition of the same class in the neighboring islands.



PORTO RICAN PEONES.

The census returns of 1899, unfortunately, supply no vital statistics except as to foreign or insular birth. In 1887 the Spanish returns showed that the total number born in that year was 25,794, or 32 per thousand of inhabitants, and the returns for 1897 give 25,960. The deaths in this last year, however, are returned as 30,806, showing clearly that not all births were reported, for the increase in population between 1887 and 1897 was over 100,000, or a rate of increase of over 12.6 per cent for the decade. This proof is regarded as positive, since it is known that during this period there was no immigration to speak of.

Of the 25,794 births in 1887 the number born in wedlock is given as 14,847, and out of wedlock 10,947, while in 1887 those of the former class was returned as 13,489, and of the latter class 12,741, the percentages of legitimacy being 57.5 for 1887 and 51.9 for 1897. The deaths were probably quite accurately reported and returned in the census statistics, for no burials were permitted save in the actual cemeteries, and a burial permit was always required from the municipal judge, but the registration of births was not carefully and accurately done. A fee for registration was required, and it is very evident that in the two years cited many thousand births were not reported. As a certain opprobrium attached to illegitimacy, it is more than probable that the illegitimates who were not reported were largely in the majority.

The statement that fully one-half or more of the births were illegitimate, seems justified by the facts. In this connection it may be remarked that in some of the English colonies which have been under the English flag for hundreds of years the returns show as high as 63 per cent of illegitimate births.

The number who could read are thus reported in the census returns:

1860	41,386, or 8.8 per cent.
1887	111,380, or 13.8 per cent.
1897 ^a	159,184, or 18.1 per cent.
1899 ^b	158,852, or 16.6 per cent.

^aColl y Toste. There would seem to be some error in the return for 1897, for the number who could read in 1899 should not have decreased when the general tendency shows an increase.

^bUnited States census returns.

In 1899 there were in the island 322,393 youths of school age, that is, aged from 5 to 17 years, and of these the number attending school is given as 25,798, or 8.1 per cent of all. In the cities the school advantages are better than in the country, for there were reported as attending school in San Juan, Ponce, and Mayaguez approximately one-fourth of the youths of school age in these cities. It appears, also, that the illiteracy in Porto Rico is much more general than in Cuba. In the latter the proportion of children attending school is double what it is in the former island.

The Porto Rican males of voting age numbered in 1899, 201,071, of whom about 64 per cent were white and 36 per cent were colored.

Under an educational qualification (ability to read) 54,937 males in Porto Rico could vote, or about one-fourth of the males old enough to vote.

There are in this island 5,045 persons of both sexes and all ages who are reported to have received an education of a grade above that obtained in the primary schools.

The foregoing should afford the investigator the means for an estimation of the capability of the Porto Rican population to organize and maintain self-government.

The island probably contains a larger proportion of educated and enlightened individuals than did New Mexico in 1850, but the great mass of inhabitants are no more fitted for citizenship than were and are the natives of the region conquered from Mexico in 1846. Santo Domingo has a population similar to Porto Rico in many respects, but there self-government has certainly not been a success.

Mexico is succeeding better of late years, but it is said that one man has for a long time controlled the destinies of that Republic. What may occur when that masterful mind and distinguished patriot passes away is causing many anxious forebodings.

The population of Porto Rico must long remain as it was when the United States received the country. The land is already overpopulated and there is no longer room for immigrants. The resources of the country will not permit a large increase of school expenditures. The per capita expenditure now reaches but 50 cents per capita of population, while in New Mexico, in 1890, the expenditure reached \$1.40 per capita; yet there were then in the latter Territory 73,000 persons over 10 years of age who could not speak English, the official language of the country and the tongue taught in the schools; this after New Mexico had been self-governing under our flag for over forty years.

Will Porto Rico show a better record?

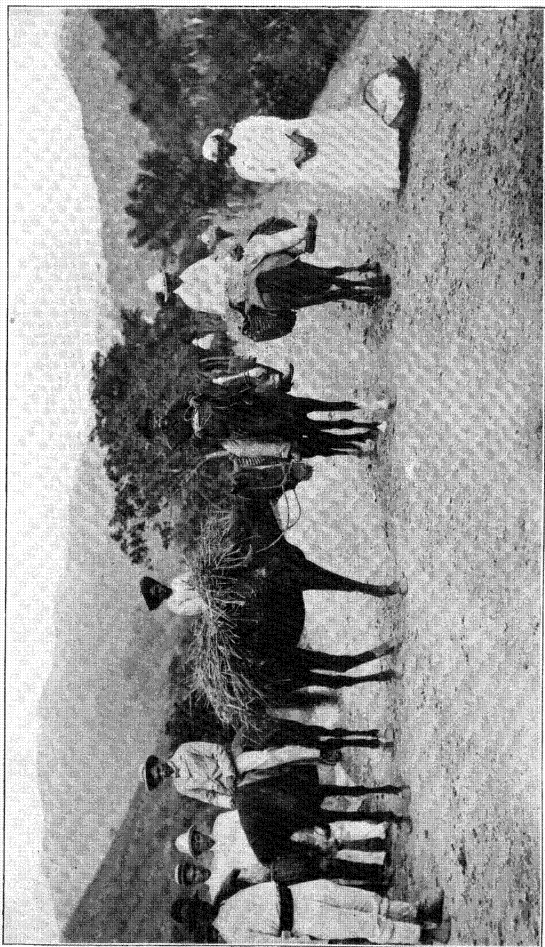
The ninth article of the treaty of Paris provided that "Spanish subjects, natives of the peninsula" residing in Porto Rico "may preserve their allegiance to the Crown of Spain by making before a court of record, within a year from the date of exchange of ratification of the treaty, a declaration of their intention to preserve such allegiance; in default of such declaration they shall be held to have renounced it, and to have accepted the nationality of the territory in which they may reside."

In the summer of 1900 public notice was given by the military governor to the effect that all of the classes referred to who desired to preserve their nationality could declare their intention before the municipal judge. Each person desiring to make declaration was required to sign a paper giving his or her full name, age, nationality, with province, civil status, profession, trade or occupation, name of wife and children, and of applicant's parents, together with the date of signature. The document had to be made without cost to the applicant and signed by the judge and his secretary.

On the date fixed, i. e., one year subsequent to the promulgation of the treaty by the President of the United States, which was April 11, 1899, the registration of Spanish subjects in Porto Rico was reported by the municipal judges as follows:

Males	4,646
Females	243
Minors	341
Total	5,230

These numbers were much less than had been expected.



TYPES OF PORTO RICANS.



CHAPTER IX.

CRIME AND PRISONS.

In previous chapters will be found references to the disorders which occurred during the period from the relaxation of Spanish control to the time when the military government by the United States Army had restored order. This interval of time extended from the end of July, 1898, to about January, 1899.

The principal reliance of the Spanish authorities in preserving order was the guardia civil and the orden publico. The former served in the rural districts and the latter in seven of the principal towns. Both organizations were purely military and reported to the governor-general. The personnel consisted exclusively of veteran soldiers of good character. The places were much sought for, and the two corps were composed of the pick of the army. At the head of the civil guard was a colonel. He had a force of 32 officers and 737 enlisted men. A major commanded the orden publico, consisting of 16 officers and 216 enlisted men. Of the civil guard, 261 were mounted. Detachments were stationed at 104 posts, scattered all over the island, and members of the force patrolled every road and trail almost every day; and so, with the collateral force stationed in the cities, it was practically impossible for any inhabitant of the island to go anywhere or do anything of note without the facts being known to these guards. Of their efficiency there can be no doubt, if the statements of natives who were the victims of their rigorous cruelty can be accepted. On the 18th of October these guardians of the peace were disbanded, and the people were at last free from their hated presence. It is not surprising that those who had grievances against the local authorities and against those who had been in sympathy with and the beneficiaries of Spanish rule should suffer from the vengeance of the unchained masses, and the criminal classes generally joined in the raids; and then there followed a Saturnalia of crime—forced contributions, out-and-out robbery, burning, assassinations, violence to women, etc. With such a mob turned loose on society, it is not strange that friend and foe suffered alike. It has been claimed that property to the value of several million dollars was stolen and destroyed during these weeks of a reign of terror.

The difficulties encountered by the United States Army in stopping these outrages were very great. All was strange to the officers and men—the country, the people, the laws, and the language.

Almost immediately after the signing of the peace protocol the withdrawal of the volunteers commenced, and although considerable numbers remained there were cases where thoroughly efficient protection could not be extended, owing to the difficulties above noted. The murderers or robbers would take refuge in the remote parts, where there were no roads or trails. It was sometimes impossible for the troops to follow the marauders to their haunts or to discover them, and it was very difficult to apprehend the criminals.

On the 18th of October, 1898, the army of occupation consisted of one squadron of regular cavalry (3 troops), eight batteries of regular field artillery, six battalions of regular infantry, eighteen battalions of volunteer infantry, three battalions of volunteer engineers, detachments of the Hospital Corps, and one company of the Signal Corps. From

October 21 to June 2 the force was diminished by the withdrawal of all the volunteers and three battalions of regular infantry, two troops of regular cavalry, and four batteries of field artillery, and was reenforced by eleven troops of regular cavalry.

The United States troops under the orders of the commanding general were ample in numbers to control the situation.

Regiments, companies, or detachments were stationed in most of the municipal districts. The roads were patrolled and marauders pursued. By the close of the year public order had been generally restored, and the inhabitants came out of concealment and resumed their accustomed avocations. The island was divided into military districts, and the activity of the Army was such that the bandits scattered and disappeared. Several individuals were arrested, tried, and punished by military commissions, rewards for apprehension and conviction were offered, and the local judiciary was enjoined to set the wheels of justice in motion, but this attempt to secure efficient administration of justice by the native judiciary accomplished very little. There was scarcely a judge that did not fear personal violence, present or future, and it was asserted that some of the magistrates were in league or sympathy with the criminals.

As before stated, the withdrawal of the volunteers commenced immediately after the signing of the protocol, and by the close of the year the forces had been reduced to two regiments of infantry, one of cavalry, and five batteries of artillery. Early in the year 1899 this force was still further reduced by one regiment and three batteries.

Upon receipt by the War Department of reports on the military situation, and in pursuance of the recommendation of the commanding general, authority was given on March 10, 1899, to recruit from the inhabitants of the island a battalion of native troops, to be officered by Americans. The organization of the force was completed by the following July, and the reenforcement proved to be of great utility. The policy of utilizing the native soldiers was well conceived, and it had a good effect upon local public sentiment. Besides, the native troops were familiar with the topography and the haunts of the evil disposed.

By midsummer, 1899, the bandits had been dispersed, and the situation was well in hand. The distribution of the military at this time was as follows:

At San Juan: One troop of cavalry, six companies of infantry, two batteries of artillery, and two companies Porto Rican Battalion.

At Mayaguez: Three troops of cavalry, one company Porto Rican Battalion, and one company of infantry.

At Ponce: One troop of cavalry, three companies of infantry, and one company Porto Rican Battalion.

At Humacao: One troop of cavalry.

At Lares: One company of infantry.

At San German: One troop of cavalry.

At Adjuntas: One troop of cavalry.

At Aibonito: One troop of cavalry.

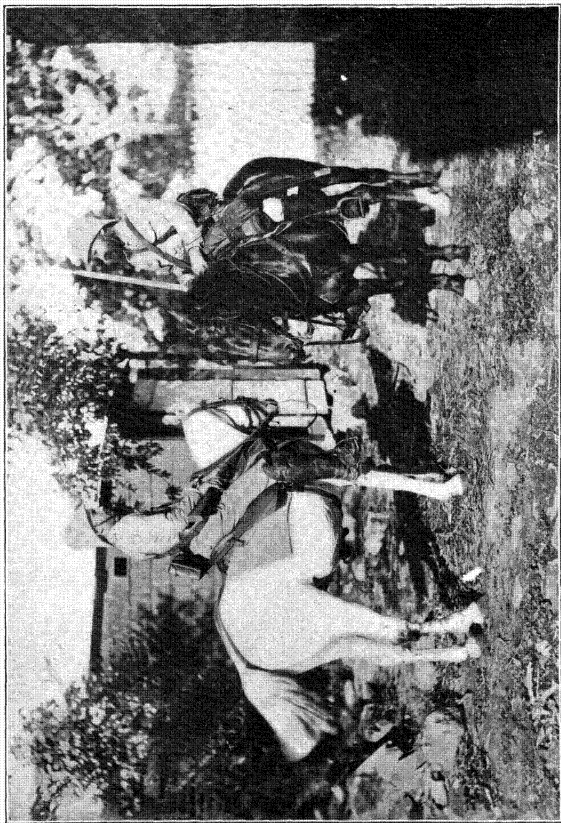
At Cayey: One troop of cavalry.

At Arecibo: One troop of cavalry.

At Las Marias: One officer and one-half company.

At Maricao: One noncommissioned officer and ten men.

At San Sebastian: One officer and one-half company.



SPANISH GUARDIA CIVIL, OFFICER AND PRIVATE.

At Yauco: One officer and 25 men.

At Vieques: One officer and 22 men.

At Guayama: Two noncommissioned officers and 12 men.

At Caguas: Detachment of Porto Rican Battalion.

At Utuado: Two noncommissioned officers and 8 men.

The military organization comprised three battalions regular infantry, three squadrons regular cavalry, one battalion of native infantry, two batteries of garrison artillery, detachments of the Hospital Corps, and one company Signal Corps.

As before remarked, the insular police, acting directly under the orders of the Spanish governor-general, was a very efficient body. Its total numbers were nearly 1,000, and it can be truly said that while it is probable, or indeed certain, that this constabulary was sometimes used in a tyrannical manner, yet it certainly exercised also a very beneficial purpose in preventing disorders and arresting those who were guilty of infractions of the laws. In Cuba there was a similar corps, and so, too, was there a large force in Spain, aggregating some 20,000 men, made up of regiments, battalions, and companies of infantry and cavalry, all employed in preserving order.

Anglo-Saxon countries do not tolerate the existence of such a police force, but all Latin countries are accustomed to maintain a similar body. In France it is called the gendarmery, or constabulary. Porto Rico had long been controlled to a greater or less degree by such a body. These men had the power of summary arrest, i. e., when the criminals were caught in flagrante delicto, and the order of a court for taking or holding culprits was not required. They also exercised the right of search without a warrant. In other cases they made arrests on the order of the judicial officers. It is said, too, that frequently they did not hesitate to apply a sort of mild torture in extorting evidence, i. e., by inclosing one of the fingers of the culprit between two sticks held in the hand of the policemen and by applying pressure until pain was caused, and sometimes this pressure is said to have been applied with such force as to crush the bone in the finger inclosed. The men were armed with carbines and swords. When the American troops invaded the country, the civil guards were mobilized and used as a battalion in field service.

The American military governor decided to form a body of insular police and use them for the legitimate purposes for which the civil guards and the orden publico had been employed. It was believed that a small force of natives would be far more efficient than regular troops in preventing disturbances of the peace and apprehending criminals. It was also believed that they could exercise a wholesome and salutary restraining influence by patrolling the roads and trails and showing themselves frequently in the remote and thinly inhabited localities. They were also used as guards of isolated estates which were threatened.

On February 7 the nucleus of this force was organized, and on the 13th of February, 1899, it entered upon its duties. It consisted of an American chief and 6 other officers and 100 enlisted men. The benefits derived from its services were immediately apparent, and its numbers were increased from time to time until, in July, 1899, it consisted of 1 chief, ex-officer of United States Volunteers; 1 assistant chief, native; 4 captains, natives; 10 lieutenants, natives; 2 clerks, 1 American, 1 native; 49 corporals, natives; 355 privates, natives. Total, 422.

An officer of the Regular Army was appointed inspector of the force, and very full and definite regulations for its government were published by the military governor. All were armed with the Springfield rifle and pistol. One hundred were mounted on American animals at first, and later on native horses. Great care was exercised in filling the ranks, and in filling vacancies competitive examinations preceded appointments. Dereliction of duty or infractions of regulations were promptly punished. All were amenable to the local laws, and those who offended were punished by fines and imprisonment.

While this force was not a part of the Army, it was in reality a military body and subject at all times to the orders of the military governor; but commanders of the detachments of United States troops could not give orders to the police, except when specially authorized to do so. Alcaldes and local judges could, however, secure cooperation by a simple request, action to be promptly reported to headquarters in each case.

The expenses of the force were defrayed from insular funds, and the total expenditures incurred connected with the insular police during the whole period of military government was \$179,627.05, of which sum the disbursements in the fiscal year 1899-1900 were \$129,254.51, or an average of \$354.12 per diem for the 422 officers and men, or 84 cents per capita per day. When it is considered that this covered all expenses of every nature, including pay, rations, uniforms, medicines, quarters, rents, forage, horseshoeing, travel, medical attendance, and general administration, and also taking account of the fact that cost of living after American occupation had been greatly enhanced as compared with the period of late Spanish control, the expenses must be considered very reasonable.

The budget allowance by Spain for the 972 men of the insular police in service in 1897, 1898, 1899, and 1900 was 443,925.74 pesos per annum, or a monthly mean cost for officers and men of 38.07 pesos, or \$22.84 gold per capita, which is 10.5 per cent less than per capita cost under the American government, while the cost of living was fully 50 per cent greater than in Spanish time. The records show that from the date of its organization in February, 1899, to May 1, 1900, the insular police made 4,252 arrests. Of those apprehended, 181 were charged with or implicated in the crime of murder or attempted murder. The arrests for criminal assault numbered 89; for highway robbery, horse stealing, and burglary, 781; for theft, 507; arson, 88; rape, 61; and on order of judges, 920. This record shows a most unsatisfactory state of society, and indicates that life and property were far from secure in Porto Rico. The records of commitments by the municipal police and of convictions are not at hand, but the number was very large; but some data has been collected which throws a strong light on the prevalence of crime in this island during American occupation as compared with its prevalence while the island was policed and governed by Spain.

The Spanish war made it the duty of all the courts to take cognizance of all crimes committed within their respective jurisdictions and to cause the necessary legal steps to be taken to arrest and try the offenders. These steps were to be taken without waiting for official filing of information. The records of these investigations were required to be deposited with the territorial audiencia, and after its discontinuance by the military governor with the supreme court of the island.

Below will be found a summary of a report by the chief justice of

the supreme court, containing the statistics of homicides in Porto Rico from January 1, 1895, to October 31, 1900. As will be seen, the elapsed time is divided into three parts—one relating to the period of Spanish rule from January 1, 1895, to October 18, 1898; another from the last date to October 31, 1900, or the term of military government pure and simple; and the third from May 1, 1900, when the civil government was established, to October 31, 1900.

Statistics of homicides in Porto Rico.

1. From July 1, 1895, to October 18, 1898	222
2. From October 18, 1898, to April 30, 1900	165
3. From May 1, 1900, to October 31, 1900	36
Total	423

	Months.	Homicides per month.
First period (Spanish rule)	39.6	5.6
Second period (United States military rule)	18.4	8.97
Third period (United States civil rule)	6	6
Whole period	64	6.61

Taking the population at 953,000, the official figures of the United States census for that year, we find that there was 1 homicide in every 13,236 inhabitants. In 1862^a the number is given as 1 to every 75,000 inhabitants.

That the influence of American rule in restraining or preventing crime has been salutary is shown by the reduction of homicides from 9 per month in 1898 and 1899 to 6 per month in 1900; but it is also clear that very great improvement must be accomplished before Americans can lower the ratio of crime to the figures which measured it during the Spanish domination.

If any inaccuracy exists in the data summarized above, it probably would relate to the statistics of the second period, when the confusion and disorders were very great—a period when murders were of daily occurrence. It is more than probable that during this period of transition there were murders that were never investigated by the judges or reported to them.

Those who comment adversely upon Spanish administration of justice assert that their rule was one of great rigor, the civil guards being the agents for enforcing this rule. The accounts of their cruel practices tell of a condition that is scarcely conceivable, even if the stories told are somewhat exaggerated. One method of extorting information has already been described. The accounts might be greatly extended.

The island was peaceful and crimes against persons and property were far less prevalent than they have been since, but the peace and good order were secured apparently by the same means that they are secured within the walls of a prison, where all save the guards are criminals.

With the departure of the Spanish authorities and rule came a swing of the pendulum to the opposite side. The pressure was released and society exploded. They have never learned that there could be a rule of order or well-being with subjection to the ordinary requirements of

^a Acosta.

organized society. They could not conceive of a government not maintained by force. Observance of laws made to secure common benefits they would enjoin, but almost everyone seemed to be ready to violate these laws in order to promote selfish ends or to injure an enemy.

In any country where more than one-half of the population is continually on the verge of starvation or is pinched by hunger, where labor, when employed at all, is remunerated only to the extent of from 20 to 35 cents per day, where thousands upon thousands are unable to secure work at any rate, where only 10 or 15 per cent of the inhabitants can read and write, where the ordinary standards of public morality are largely ignored, where half of the children are illegitimate, and, finally, where the functions of the government have been used to discourage, repress, or prevent initiative, and the people have no knowledge of any duty or obligation but to obey the orders of the governing classes, it would be strange if, under such condition, murder was unknown and pilfering, stealing, and plundering were uncommon. Let it be supposed that under conditions such as are recited a government of repression should be suddenly relaxed and for it another substituted which these ignorant people have heard of as one under which freedom is the predominating characteristic; would it not be strange if, when released from restraint, the tendency to lawlessness should greatly increase and a reign of terror take the place of a reign of oppression?

The native Porto Ricans generally welcomed the American troops, but the resident Spaniards deplored the change of dominion, as also did a number of the recent Spanish immigrants from the Canary and Balearic islands, of whom there were many. A very large part of the commercial business of Porto Rico was, and still is, carried on by Spanish merchants, and a very considerable portion of the most productive land is owned by Spaniards or other foreigners. While these recognize or tolerate the change, they do not conform to it with a cheerful mien nor show any interest in local affairs unless affecting their personal interests. The foreign inhabitants are observing and awaiting developments. As industrial conditions improve, as the advantage of closer business and personal relations with Americans is shown, the foreign elements will probably conform to the new conditions, become citizens, and take an active part in the elections and government, from which they now hold aloof. If these Spanish and other foreign residents exercise their influence in the manner indicated, they will become valuable citizens, and their active participation in public affairs will be most beneficial in many respects, especially in preventing and punishing crime and disorders.

But if crime is common in Porto Rico, it is also prevalent in other West India islands. Barbados has never had any political status save as an English colony. In 1898 its population was 189,000, and during that year the commitments in prisons and jails, etc., numbered 12,672, which is 6.7 per cent of the whole number of the inhabitants. It is unfortunate that full statistics of crime for Porto Rico were not secured by the officers of the United States census. It is quite probable, however, indeed almost certain, that the crimes of violence against persons in the island last named very largely exceeded offenses of the same class in the English colony.

At the time of American occupation of Porto Rico there were eleven

jails and one penitentiary. The number of persons confined therein numbered over 3,000, of whom a great many had never had a hearing.

The inadequate system of prison administration and the miserable and inhuman conditions to which the inmates of these establishments were subjected was early brought to the attention of the military governor. The judge-advocate of the department made careful investigation into the jail administration and brought to light a most shocking state of affairs, fully confirming the reports, prayers, and protests that had previously been received respecting mismanagement, brutal treatment, and maladministration. The immediate result of these revelations was the appointment of a jail inspector, for the special purpose of making known particular cases for corrective action. The reports received showed a state of affairs in all of the jails which was highly deplorable.

Hostilities had just ended, and all affairs were in a very unsettled condition. The procrastinations in judicial administration were so notorious that hope was not justified of securing action by the courts for many months in cases that had already been long awaiting investigation. The jails were crowded with prisoners of both sexes and all ages and classes, the greater portion of whom had been held for long periods, many for years, on petty or trifling charges, or none at all, and prayers of victims for speedy trials were ignored. Reference of the reports of inspector to the head of the department of justice brought the statement of the native secretary at the head of that department to the military governor, in effect, that the reports were either false or exaggerated, and that there were no prisoners in jails who should not be there, but, notwithstanding, the same secretary, of his own motion, ordered extensive jail deliveries, and several hundred prisoners, many guilty of grave crimes, were set at liberty without any hearing whatever. He also demanded the dismissal of the inspector, but this was refused.

The judge-advocate then proposed that orders be issued—

- (a) To abolish secret trials.
- (b) That daily sessions of the courts be required.
- (c) That a police court dispose of all minor cases.
- (d) That the trials be commenced within three days after arrest.
- (e) That sentences run from the date of arrest.
- (f) That acquittal be followed by immediate release.
- (g) That effective measures be taken to secure the presence of witnesses, and that they be punished for contempt.
- (h) That court officers be held to strict responsibility for proper discharge of duty and enforcement of rules.
- (i) That all witnesses be examined under oath.
- (j) That penalties be provided for perjury, bribery, and corrupt practices of courts.

The secretary of justice considered these to be a reflection on the efficiency of the courts, or inapplicable, and action was not taken at that time.

A new commanding general took from the department of justice the whole control of the prisons and jails and remitted their management to a board of prison control, which was appointed in June, 1899. The personnel of the board comprised the chief justice of the supreme court, the fiscal of the same, and a leading lawyer, all natives; the judge-advocate of the department, and the law judge of the United States provisional court, both Americans.

The board also advised the military governor on all petitions for pardons, and was required to submit regulations for prison manage-

ment in all its phases. An officer of the Army was the secretary and disbursing agent of the board.

The result was most satisfactory. The expenses were greatly reduced, the jails were cleaned and made decent, useless employees were discharged, and the Porto Rican Volunteers, regularly detailed, took the place of many of the hired jail guards, whose employment was, in many cases, found to have been determined by political or personal considerations.

Many prisoners confined without charges or for light offenses were released. The courts were enjoined to clear their dockets, and the number of prisoners confined in the island was reduced from over 3,000 to less than 900. The number of jails was reduced from eleven to five.

The sanitary condition of the jails, which had been indescribably filthy and horrible, was radically changed. Shops for the employment of the convicts in the insular penitentiary were established and equipped, and brooms, hats, shoes, and other clothing were manufactured in quantity not only sufficient to supply the prison and all the jails, but as well to justify competition for supplying some articles to inmates of the orphan and insane asylums.

The reorganized judiciary began its work on August 20, 1899, and on May 1, 1900, when the military was replaced by the civil government, the number of cases tried by the local courts was—

Civil	943
Criminal.....	3,048
Total	3,991

The United States provisional court from date of its creation on July 1, 1899, to May 1, 1900, disposed of the following business:

Equity cases:	
Instituted	32
Concluded	19
Pending	13
Common-law cases:	
Instituted	154
Concluded	96
Pending	58
Criminal trials:	
Begun	269
Guilty	174
Acquitted	43
Nol. pros	29
Pending	23

Of trials involving capital offenses there were seven. The influence of this court throughout the island was most salutary in strengthening the administration of justice by peaceable, orderly, and efficacious means. Its rapid dispatch of business was an example that was most useful.

Of the many grave difficulties of administration which must be overcome in Porto Rico before good government can exist, there is no greater one than attends the administration of justice.

The criminal class is now a very large one. This class either did not formerly exist in Porto Rico or its personnel was effectually controlled by the police and troops. If the statistics are reliable, it is evident that in the past crime was far less in evidence in Porto Rico

than in Cuba. According to § Acosta,^a a comparative statement of criminality in the two islands in the year 1862 showed as follows:

	Porto Rico.	Cuba.	Comparison two islands.
Population	600,000	1,200,000	1 to 2
Homicides	8	169	1 to 21.12
Assaults	117	667	1 to 5.71
Robberies	38	161	1 to 4.23
Misdemeanors	284	1,592	1 to 5.60

In the years 1864 and 1865 there were in Porto Rico 2 executions by the garrote, 879 sentenced to the penitentiary and jails, and in a few of these sentences "lashes" were included; of banishments there were 13 and of floggings only there were 31, while of minor punishments, fines, etc., there were 2,062 during the two years.

The measures adopted by Spain to prevent crime and control the criminal class were summary and probably effective. No such rigorous and arbitrary means can again be employed. In all enlightened countries possessing representative institutions the public will determine the repression and restraining measures and their execution. Three-fourths of the people living in Porto Rico are of the very lowest class of those who are rated as civilized, and their moral senses are blunted. The process by which their moral consciences may be developed is one of slow application and development. Meanwhile, a strong central power should exist, equipped to cope with these masses of ignorant, half-starved inhabitants, and to protect the persons and property of the well-disposed, whether poor or rich.

The conditions which attended an effort to improve the standard of efficiency of the municipal police of the city of San Juan are clearly set forth in the report of the military officer who was detailed to take charge of the force. Wishing to uphold the local municipal authorities and afford them an opportunity of demonstrating their ability to manage all their own local affairs, the military governor refrained from interference in any radical manner with the police of the city. Early in 1899 some 30 American ex-soldiers were employed as city patrolmen, and the improvement was at once manifest; but when the orders were withdrawn requiring the retention of these men in place of natives, the local authorities dispensed with their services and reinstated the old patrolmen. The conditions were continuously bad. Indeed, there could be said to be no honest effort to police the city. Shootings, robberies, thefts, and assaults were of nightly occurrence, and the spectacle of misgovernment and maladministration was complete. Admonitions administered to the alcalde and the chief of police resulted in promises of reform, but matters remained in statu quo. Toward the close of the government of the island by the Army, the referred-to detail of the army officer was made and measures promptly taken for reform and reorganization, but as soon as the civil control was established, on May 1, the unfriendliness of the municipal officials for the army officer was manifested. He was stripped of all authority and became powerless to accomplish any good.

Meanwhile the disorders and outrages were of daily occurrence. Captain Heavy was relieved, and beyond that date it was forbidden

^a History of Porto Rico, 1865, p. 48.

to employ army officers in civil duties. The case is cited as illustrating the hopelessness of securing efficient police service through the voluntary action of the people. The conditions described in San Juan characterize all the other towns, and with the advent of the civil government there was no improvement.

In January, 1900, authority was given for recruiting a second battalion of native volunteers. By March the organization was completed and the troops entered upon their duties. The Second Battalion was mounted on native horses, but armed the same as the First, i. e., with carbines and pistols. The native troops now in the island consist of a regiment of two battalions commanded by a lieutenant-colonel, and may be relied upon for performance of the principal military service for Porto Rico. They are a select body of men, and exercise a most beneficial influence. The inhabitants of the island generally are proud of them, and the criminals hold them in wholesome fear.

On the 15th of December, when the military geographical department was discontinued, the military forces, officers and men, in Porto Rico consisted of—

The Porto Rican regiment, about.....	900
One battalion of Regular infantry.....	450
Two batteries of Regular artillery.....	200
Detachment of Regular Signal Corps.....	40
Detachment of Hospital Corps.....	45
Total.....	1,635

The reduction of this force by the withdrawal of the Regular infantry and the Signal Corps will probably soon be justified.

Besides these troops, there is under the orders of the governor the insular police, consisting of about 475 officers and men. The aggregate is not more than one-third the number which Spain was accustomed to maintain in the island.

CHAPTER X.

ELECTIONS AND THE FRANCHISE.

The first reference to be found in the annals of Porto Rico to an exercise of the electoral franchise is that contained in the law for the establishment of the provincial deputation and the reorganization of municipal governments. The deputation came into existence in 1870, having been authorized by the Crown at the time when the first, or "ten years' war," was raging in Cuba, and shortly before the futile attempt at insurrection by Porto Ricans at Lares; and the new municipal corporations replaced the town councils then existing which had themselves come into being in 1847 in pursuance of a royal decree of August 28 of that year, modified on March 19, 1850.

These councils of 1850 were similar as to organization to those which at that date existed in the peninsular, except that those in Spain were composed in large part of councilmen elected by the people, while those in Porto Rico were all appointed by the governor, as representing the Crown. They were composed of an alcalde (president), the commander of the troops or militia, the two merchants who were the largest taxpayers, two other taxpayers who were farmers, and the

parish priest, when any subject was under discussion which affected the church or religion. There were also two syndics and a secretary.

The law of 1870 recognized the right of the people to elect provincial deputies and to choose the municipal councilors, this by a suffrage so restricted as practically to be no suffrage at all. It was, in fact, so arranged that only the nominees of the Crown could be elected. The organic law of 1870, establishing the provincial deputation, and that under which town councilors had been elected, was materially modified by the laws of March 15, 1895, and December 31, 1896.

The directory for 1898 of San Juan, the capital city, showed the following officers and employees: One alcalde; 5 district alcaldes; 24 councilors; 30 associates, comprising the municipal board; 14 ward mayors; 2 secretaries; 20 cashiers, bookkeepers, clerks, and accountants; 51 police force; 3 officers and employees, fire department; 17 connected with slaughterhouse; 5 with cemetery; 1 superintendent theater building; 2 in the chemical laboratory; 4 teachers in the superior school; 16 teachers in elementary schools; 1 librarian; 8 city physicians; 4 bearers for city ambulance; 3 officers, public work, and 2 prison guards.

The councilors alone were elected. From their own number the council chose the assistant alcaldes and the alcalde, unless the governor-general chose to exercise his prerogative of appointment. The council also nominated or appointed all other officers and employees, the selection in regard to teachers being limited to those who held professional diplomas, i. e., belonged to the official category of teachers; but since the alcaldes were the nominees of the governor-general, all the employees were practically named by him. The associates of the municipal board were chosen by lot from their respective commercial, professional, and artisan classes (guilds).

The principal provisions of the laws according the electoral privilege are summarized in the appendix entitled "The Government of Porto Rico under Spain." Briefly stated, an elector was a male Spaniard at least 25 years old, two years a resident of the municipality, who had paid 5 pesos or more of tax, or was a civil employee, or was retired from the army or navy, or was a member of one of the liberal professions.

It was found by the application of this standard that something like 20,000 persons in Porto Rico were qualified electors. All of these were eligible for election as provincial deputies, and all such who were residents of municipalities were eligible for the municipal councils. The deputies were chosen for four years, the councilors for the same time and the alcaldes and assistant alcaldes for two years.

The method of voting which prevailed, though strange to Americans, was arranged on a fair basis, provided the law was observed, a condition which natives say was seldom realized. The alcaldes, being practically the nominees of the governor-general, saw to it that objectionable persons were never in the majority on electoral committees and boards of supervisors. The rest was easily managed, and the majorities in the councils could always be relied on to conform to suggestions from the central government.

The franchise was greatly extended by the autonomical law of 1897, under which any male Spaniard could vote who was 25 years of age and had resided for two years in the municipality, criminals and bankrupts excluded. It was estimated that this gave a voting population of over 150,000.

The law of 1897 did not materially change the former provisions respecting registration, challenges, nominations, supervision, balloting, and contests. Under it 8 members of the council of administration and 32 members of the house of assembly were elected on March 27, 1898, but no municipal elections were ever held under this law.

It is charged that the election referred to above was most scandalously conducted. Sagasta, the prime minister, was the author of the autonomist scheme for self-government. It was charged that he so manipulated that before the elections took place he had his own nominees in every municipality holding the office of *alcaldes* and assistants, and that every employee down to the porters were his creatures. It is further asserted that he sent out the names of 50 persons from whom the 32 members of the lower house were to be chosen, and that of these 27 were elected. Cabinet secretaries complacent to his wishes had been named by the governor-general, and thus the so-called self-government of Porto Rico was launched on July 20, 1898, and the temporary appointment of secretaries was approved by the insular chambers, as was also the colonial statute according the autonomical constitution.

For many years Porto Rico had been privileged to name by popular vote, conducted as for provincial deputies and councilors, 3 senators and 16 deputies to the national Cortes. This representation was to continue under the new régime.

The local law for holding elections of all kinds, decreed in 1896, as modified by the law (self-government) of 1897, would, with some adaptations, have well served the purposes of the military government in holding elections had they been available in the English language, but, as before remarked, they were not yet translated. The officials and a portion of the voters were in a measure familiar with those provisions, and it would have been easier and perhaps better, all things considered, to have worked under the rules there laid down.

The points in which they required adaptation were the following:

(a) A reduction in the number of voting places, so that supervision would be easier than could be the case with a dozen or more voting precincts in the larger towns, and several in the smallest.

(b) Each political party should be allowed to have at least two representatives present, who would act as a board of supervisors, and would be presided over by a military officer; this instead of an election board appointed by the *alcalde*, each party having at least one member.

(c) Since there would be fewer polling places it would probably be necessary to keep the polls open for two or perhaps three days instead of for one, the result of the votes previously cast to be posted daily outside the building.

(d) The result of the election to be declared when the polls were officially closed, and no appeal from this to be permitted save to the military governor, who would finally decide contests.

(e) Every elector to vote for only two-thirds of the candidates, thus insuring minority representation.

(f) All electors who might be under arrest, charged with a misdemeanor not amounting to a crime, to be taken to the polls under guard and allowed to vote without restraint; this to prevent, or render nugatory, summary arrests often ordered by the authorities to prevent the political opponents of the *alcalde* from voting.

(g) The penal laws respecting fraud in elections to be applied rigidly.

Such were the principal points in which the existing law required modification, but at the time when the elections were ordered the provisions of these laws were unknown to the authorities and rules had to be provided to suit the exigencies.

There existed in Adjuntas in July, 1899, a state of affairs which

required that either the military should govern that town absolutely, or that citizens be found, if possible, who commanded the respect and the confidence of the people. This municipality had a population of about 19,000 souls, although the pueblo principal, or town itself, numbered less than 2,000. The rest were scattered over some 70 square miles of high mountain slopes, and the intervening narrow gorges. The only productions were coffee, tobacco, and a few cattle. Nineteenths of the people were peons, who had no property whatever save a few home-made tools, cooking utensils, and chickens. More than one-third of all the land consisted of unimproved mountain slopes, too precipitous for any use. The census of 1897 showed that less than 10 per cent of the inhabitants could read and write. There were 6 schools with a capacity for 300 pupils, whereas there were about 6,000 children of school age in the municipal district. The budget for 1898-99 was 42,000 pesos, resulting in an average assessment of 2.57 pesos per capita, of which but a small part could be collected. Long outstanding obligations were ignored, employees were unpaid, teachers were without the barest subsistence, the police were abandoning their posts, the councilors would not meet save to protest, accuse, and threaten; in fact, of organized society in Adjuntas there was none, and the community had dissolved into its individual elements, acting without concert or control.

The military governor was appealed to by the best people to place the army in control of all municipal affairs in the place.

The basis of the trouble was politics—strife by political leaders for supremacy, with all that the word implied in a community that had long been exploited by those in power. The Spanish authorities had controlled these discordant elements, and the “squeezing” was to some degree regulated and had its limitations. The American authorities had told the people to govern themselves, and the result is shown by the above statement of facts.

On July 20 the military commander of the detachment of United States troops in that district was ordered to take charge of all municipal affairs, suppress the mob called the council, and to hold an election for councilmen on the 25th of the same month.

The election took place as ordered. The qualifications for electors were thus fixed in the order for the election. An elector was:

- (a) A male resident of the municipality over 21 years of age.
- (b) A taxpayer of record, at date of order, able to read and write.
- (c) He must have resided within the island for the last preceding two years and in the municipal district of Adjuntas for the preceding six months.

There was great interest taken in the election, both parties striving to secure a full registration. The number who established their eligibility, out of a population of 19,000, was 906, or 4.7 per cent of the inhabitants.

By reason of certain minor irregularities in the balloting, which the supervisors should have prevented, the losing party managers protested against the acceptance of the result, and to remove every cause of just complaint the balloting of July 25 was declared to be fatally irregular, and a new election was ordered. This took place on August 22, and the outcome was about the same as before, so far as related to the number of votes polled, which was 887. The alcalde and councilmen-elect were declared to have been properly chosen and they were duly installed, the military officer who had been acting alcalde retired,

and since then the officers elected have continued in discharge of their duties. This was the first fair and square election ever held in Porto Rico to fill a public office.

But the experience thus gained served to disclose defects in the rules prescribed. General Orders, No. 160, contained revised measures, which were subsequently carried into effect, for elections that had been ordered in other districts. Later two amendments of these regulations were also published, and a fair and workable scheme for holding municipal elections was thus put in practice.

The following is a summary of the most important features of the election laws enacted for Porto Rico by the military government:

GENERAL PROVISIONS.

An officer of the Army, designated by the department commander, to have charge of the election of municipal officers in each town.

The political parties to be invited to submit names in writing of candidates for all offices, also names of the persons proposed for members of the board of registration and board of supervisors. If candidates be not proposed by political leaders, then the army officer to select names from the upper two-thirds of list of largest taxpayers able to read and write.

Eligibility for office confined to the list of upper two-thirds of taxpayers who can read and write, or members of liberal professions who are not convicted criminals.

Boards of registration, one for each 10,000 inhabitants, or fraction exceeding 3,500. Each board to consist of one army officer as president and one certified member of each political party, civil members to be sworn. Boards registered legal voters upon personal application. Lists of registered voters, when completed, to be certified by board and copies posted for at least two days preceding the election. Each voter to be serially numbered and number to be also marked on polling list with indication of his voting place.

During days when lists were posted challenges were heard and applications for registration by those who claimed the right. Places, duties, and hours of meeting of board were publicly posted.

Australian ballots used, and models, marked to show method of use, to be posted at each polling place two days before election. Each voter to be supplied one ballot, and allowed three minutes' use of booth in which to mark and vote. If voter could not read, one supervisor, in presence of officer in charge, to instruct voter in marking ballot.

One voting place for each 300 voters, but none outside the central pueblo in each municipality, unless specially ordered by commanding general.

QUALIFICATIONS OF ELECTORS.

Every elector to fulfill both of the following requisites:

I. He must be a bona fide male resident, over 21 years of age, and must have resided in Porto Rico for two years and in the municipality for six months previous to the election. Or he must be a citizen or subject of a foreign country, who, fulfilling the requirements stated above as to sex, age, and residence in the municipality, has resided for five years in Porto Rico, and has, under oath, renounced his foreign allegiance and declared his intention to become a citizen of the United States.

II. He must be a taxpayer of record, who subsequent to July 11, 1898, and previous to October 12, 1899, paid at least \$1 of some kind of regular tax for the support of the government, not including payments for licenses, fees, fines, duties, imposts, imports, or other temporary charges; taxes paid in the property of a wife, minor child, or member of a firm or corporation to qualify the respective husband, father, or partner as an eligible taxpayer. Or he must be able to read and write some language.

Boards of supervisors to consist of an officer or noncommissioned officer of the Army and one duly named member of each of the political parties. Each civilian and noncommissioned officer to take an oath for faithful discharge of duty. The army member of board to have no vote except to determine a tie.

Challenges not to be received at the polls except as to identity of voters, and doubts to be resolved by board, after person challenged has been sworn on printed form, respecting identity and qualifications, challenger to be a witness to oath. After this the person challenged to deposit his vote, upon back of which must be marked

number corresponding to voter's registered number, oath and ballot to be pinned together and deposited in ballot box. False swearing under this order to be subject to same penalty as perjury. Fraudulent voting or attempting to do so, or to influence others to the same, subjected offender, upon conviction, to a fine up to \$100, with or without hard labor, up to three months, and it was the duty of all having knowledge of attempts at fraud to file information in proper court.

Polling places, also day and hours for balloting, to be announced by posters at all conspicuous places in city or town, at least two days before election. Copy of election orders in English and Spanish to be similarly posted for two days before registration commenced.

Emblems distinctive of parties, when officially adopted by same, to be printed on ballots at head of list of candidates.

Characteristic marks by a cross in circle at head of ballot to be used in voting straight ticket or similar mark against names of candidates to be used in voting scratched ticket. Any other mark or writing on ballot to invalidate the same.

Ballot boxes to be always exposed at polling places from hour of opening polls to closing, and always in charge of boards of supervisors, every voter to be unmolested and to have free access to polls.

Officer of Army in charge of an election to have control over all local police and to be responsible for preservation of good order. Alcalde forbidden to interfere in any way or give any obstructive orders. Penalty up to \$1,000, and imprisonment up to one year, upon conviction by proper court, to be adjudged in case of any interference, with dismissal of offending official in addition.

Counting of ballots by boards of supervisors to begin immediately upon closing of polls.

Certificate of count and result and fairness of the vote at each polling place, signed by all members of board of supervisors, together with all the ballots and papers connected therewith, to be securely wrapped and sealed and delivered to officer in charge, who was required to immediately bring same to army headquarters in San Juan.

Result of the voting to be announced by the commanding general after a count of the votes by a canvassing board appointed by him and sitting in San Juan, which board heard protests and objections.

Persons designated by political parties as members of boards of registration and supervisors, who failed to qualify by date required, to be substituted by persons selected by officer in charge; those substituted to act after taking the required oath.

Persons who present themselves to the supervisors as qualified voters, but whose names do not appear in list of taxpayers, or whose names do not correspond with names as they appear, or who appear to have already voted, to be required before depositing their ballots to take the oath as per form used for challenged voters.

Persons who challenge voters for what appear to be motives intended to obstruct and delay the election, or who by any other act cause obstruction and delay, required to subscribe under oath to a declaration, following prescribed form, to the effect that they have good and sufficient reason for their action, this oath to be a part of the record. False swearing in this to incur the same penalties as provided for perjury, and parties in addition to be liable to prosecution for creating a disturbance at or interfering with an election, and if convicted to incur the penalty for fraudulent voting.

Officials and employees of the government, serving for pay, forbidden from taking an active part in any election, or to influence or control voters other than their own individual vote, or to take any active and conspicuous part in any convention or election, or to permit their names to be used as members of political committees. Offending against this provision to cause their immediate discharge; but officeholders, candidates for reelection, permitted to make honorable and honest effort to secure reelection; their official emoluments, influence, and power not to be used, however, either by themselves or by others, to influence or control votes or elections. No person to be a candidate for more than one office.

Successful candidates of the dominant or majority party to be the first two-thirds of the candidates voted for by their party, and the successful candidates of the minority party to be the first one-third of the candidates of that party voted for, but always those of each party who have received the greatest number of votes. When the votes for any two candidates of one party are equal, the successful candidate to be the one whose name first appears on the ballot.

Casualties which occur before the elections, among the candidates for councilors and school trustees, and which could prevent their qualifying, to make no change in the ballots nor cause substitutions of candidates. In determining the two-thirds or one-third representation, the names of those who have died, etc., causing the casualties in question, to be eliminated.

Unsuccessful candidates for councilman or school trustee in each municipality to be named on an official list certified by the alcalde, stating also the party to which

they belong and the number of votes polled for each one. These lists to be filed by the commanding general with the respective municipal judges, to be made a record of the municipal courts.

Vacancies in council and school board, occurring after the announcement of the result of the election, to be filled from these lists, the judge certifying to the council the name of the person who is first on the list of such eligible candidates belonging to the party in whose quota the vacancy exists, and the candidate so certified by the judge filling the vacancy.

Vacancies occurring after one or both lists of original candidates are exhausted to be filled by majority vote of the council from any persons residing in the municipality who are eligible for election to the office to be filled.

Vacancies in office of alcalde, municipal judge, and substitute judge which at any time exist to be filled by majority vote of the council.

Officers elected, and those chosen to fill casualty vacancies, to hold office until November 1, 1900, or until their successors be duly elected and qualified.

Tax lists of the municipality to be prepared within five days after receipt of notice of election. Lists to contain names of all regular taxpayers of record, foreigners omitted, and amount of tax paid by each. Said lists to be publicly posted before election.

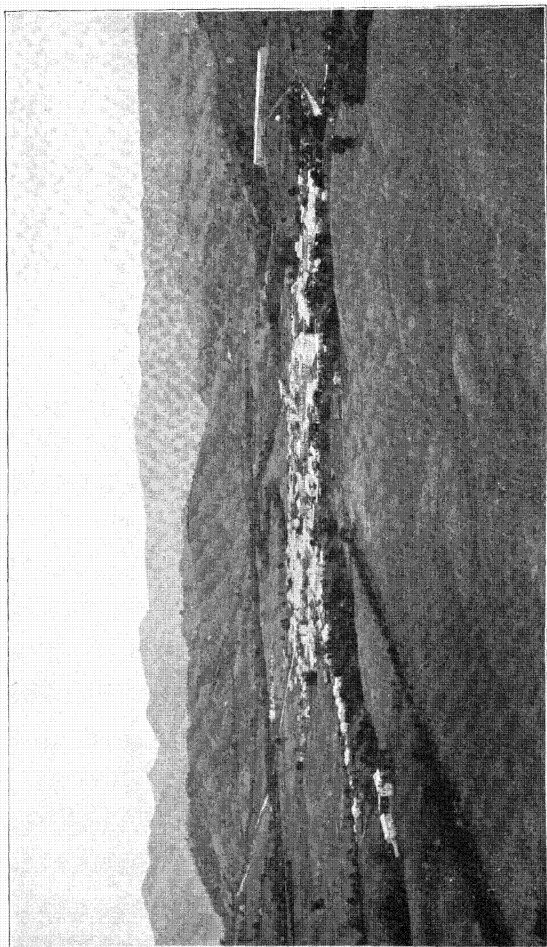
Majority membership of school board to be of one political party and minority of the other—that is, three and two members, respectively.

Compensation of civilian members of boards of registration and supervisors to be \$1 per day for time spent in election work, to be evidenced by certificate of officer in charge and paid from the municipal treasury, which also paid all other election expenses.

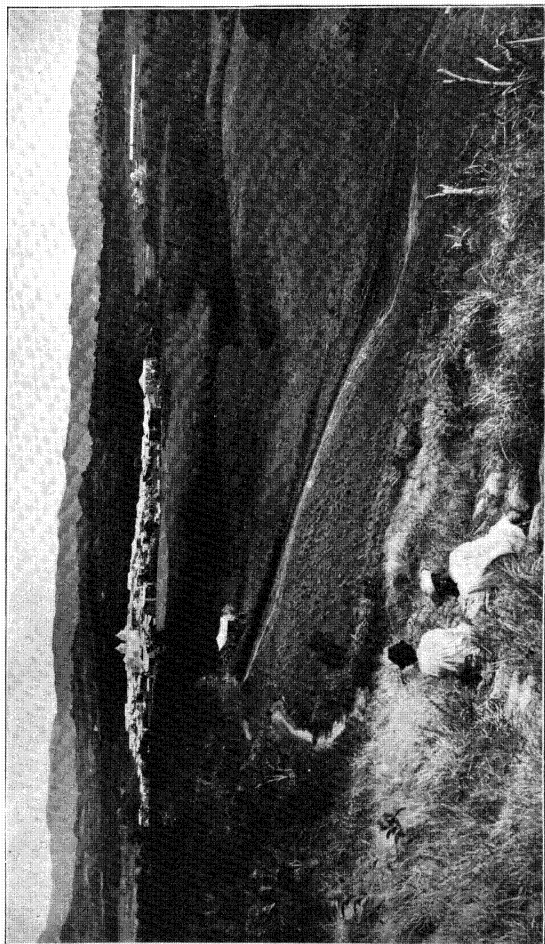
As before stated, the first election held in pursuance of these orders was that for the election of civil and municipal officers of the municipality of Adjuntas; the last election was for San Juan, and the result was announced in February, 1900. Officers of the Army, specially detailed by the department commander, were in all cases presidents of boards of registration, and officers or noncommissioned officers in all cases acted as presidents of boards of supervisors.

Owing to irregularities, the elections in three of the municipalities were repeated. In nearly all cases, by orders from the commanding general, the officers in charge of the election in each town relieved the alcalde temporarily of the local government and administration, for it was found that the party not in power in almost every case protested that unless this was done the local police would be used to threaten and intimidate electors, and so prevent their participation. Investigation showed that these complaints had a good basis, sufficient to warrant the summary action. As soon as the election was concluded the alcalde was reinstated, and he continued in charge until the new one was announced and qualified.

There were several attempts at fraud on the part of officials and individuals, and it was provided that upon the filing of information alleging such occurrence the United States provisional court was to proceed with a criminal prosecution, conviction to be followed by fine or imprisonment, or both. In only one instance was there a prosecution—namely, in the case of the election at Guayama—where the result, as shown by the face of the returns, was the success of one of the political parties by a majority of 12, those who appeared to have been elected being regularly installed. It was alleged that a locally prominent partisan had paid the taxes of some 30 poor persons, and by that means secured the insertion of their names in the list of eligible taxpayers. The trial resulted in the conviction of all, and they were sentenced to payment of certain fines and imprisonment. An appeal was taken by the defendants to the United States Supreme Court, and was allowed by the order creating the provisional court. Sixty days were allowed for hearing the appeal, but before the expiration of that time the Supreme Court



CITY OF CAVEY.



CITY OF AIBONITO.

ruled that it had no jurisdiction in cases arising in courts created by military authority, and not by specific statute. Before this ruling was known a civil government was provided for Porto Rico by act of Congress, and as the military government was soon to terminate the commanding general pardoned those who had been convicted in the Guayama election case and remitted their fines. It therefore resulted that the majority control of the municipal council of Guayama remained with the party whose majority was held by the provisional court to have been obtained by fraud.

Partisan rivalries were everywhere exceedingly bitter while these elections were in progress, and have been since. The strife did not arise from any issue of principle or public policy, but rather the struggle of political leaders to obtain or retain control of local government for personal or selfish ends. Before the election at Guayama, a municipal council and alcalde were in office who had been installed by the president of the Spanish council of ministers. This was in the spring of 1898, when the so-called autonomist régime was established, and it was alleged by political opponents to be a means to the end desired—to wit, the political control of every municipality by the party of which this minister was the recognized chief.

The plan was carried out all over Porto Rico, and when the American Government acquired control every alcalde in the island, quite three-fourths of the councilmen, and all the judiciary were practically the nominees of the premier. The order issued by General Brooke on November 8 continued the cabinet council in power, and required that local authorities report to their respective chiefs as formerly. This insured continuance of the control over municipal government by the premier, who had originally secured and used it so effectively.

This state of affairs could not go on without a continuance of the former maladministration, a fact that was very soon recognized, and the first step of decentralization and recognition of the rights of minorities was expressed in the order of the military governor of February 6, when the four administrative departments were made independent of each other and the secretaries given equal powers. The majority of the old cabinet immediately resigned, and this ended the political control of the premier, who had been named by the Spanish governor-general.

The next step of decentralization consisted in filling vacancies in councils from the minority party, so as to balance forces as nearly as practicable, a step that should have been acceptable to all, yet one that was vehemently resisted by the majority. Many appointments were made to the position of councilman and alcalde, but with each such substitution the friction increased. There was no improvement visible in the conduct of local affairs.

In August all the secretaryships were discontinued, and the military governor came into closer touch with the people through the administrative and advisory boards, which took charge of the civil departments in place of the secretaries, and finally the elections were held as related above, and these brought into control of the municipalities those only who had received the suffrage of the electors.

An analysis of the returns showed that about 90 per cent of the voters exercised the franchise by reason of the fact that they were able to read and write, and the rest voted as taxpayers, but did not possess the educational qualifications.

The total number of votes polled was 51,650, and, taking the total population at 953,000, the ratio of the whole was nearly $5\frac{1}{2}$ to 100, whereas universal or manhood suffrage would probably have resulted in a vote of approximately 20 per cent of the total number of inhabitants, or something like 200,000 voters.

The military officers and noncommissioned officers who conducted these elections, as a rule, were intelligent and faithful, and the Army has reason to be proud of the record made for impartiality and efficiency. There was filed or suggested no well-founded complaint against any officer or noncommissioned officer for neglect of duty, or bias or prejudice in favor of or against either political party or any candidate.

Many objections and protests were made by the losing party, and all such were carefully investigated by the canvassing board or by the commanding general. It is probable that a few persons voted who were not qualified, and a very few elected to office who were not electors. In the larger towns the protests chiefly related to the exclusion of voters who, it was claimed, were not taxpayers, while in the smaller towns the objections were various.

The ingenuity and adroitness of the class who make their living by manipulating votes was illustrated in these elections to a very marked degree. In a few instances the minority, which it was well known was certain to fail to elect their candidates, adopted the plan of voting for those of their opponents who were believed to be the least competent and fit candidates, at the same time scratching the ticket as respected those who were well known to be fit persons to hold the offices. This resulted in the election of those whose names appeared in the lower third of the majority nominees. The purpose of the opposition was to place men in office who had no experience in their positions, and who would probably fail to realize the hopes of the people for good administration. In two of the larger towns it came about that the whole of the last third of the majority nominees were elected, and the first third of the names on the ballot, which included the locally prominent business men and politicians, were unsuccessful, notwithstanding that their party won. In one of the places a very prominent leader of the majority, who polled every vote of his own party, fell behind five other candidates, whose election was not expected or desired, some thirty of the minority having voted for these men, and the leader's name took the fifteenth place, so that under the orders he could not have a seat in the council until five vacancies should be filled and his name reached. He caused the five men, whose election had not been expected, to resign one by one, his party so maintaining majority control of the council, and when the fifth vacancy occurred the political boss succeeded to the vacancy and so secured a seat in the council until the facts were brought to the attention of the military governor, who refused to ratify the acceptance of the resignation of the complacent tools of the chief; the latter therefore failed to secure this place.

Numerous minor defects in the election rules were developed, as was expected. Had other elections been held under military supervision these imperfections would have been corrected.

It seems to be absolutely essential that the franchise in Porto Rico be restricted on some basis that shall prevent the political control from passing into the hands of the vast horde of the ignorant, who have no conception of the duties of citizenship, a condition that is recognized

and admitted by the most intelligent and patriotic Porto Ricans. The population of the island comprises 363,817, who have such admixture of negro blood as would result in their being classed as colored in the United States. Of this number 59,390 are pure-blood negroes. They are the descendants of the former slaves, the last of whom were given their freedom in 1873. The proportion of colored to the whites—38 per cent—is about the same as was found in 1890 in Virginia, and in the whole tier of Southern States bordering on the Atlantic.

It is well known that many of the Southern States of the Union are proceeding to disfranchise the illiterate colored population, and it would seem that public sentiment generally throughout the United States, where the colored inhabitants bear a small ratio to the whole, is not greatly shocked at this movement, which is being rapidly consummated. These citizens of the Union who are being disfranchised are largely descendants of former slaves who were liberated ten years before the Porto Ricans were. If the disfranchisement of the negro illiterates of the Union can be justified, the same in Porto Rico can be defended on equally good grounds, for the educational, social, and industrial status of a large portion of the native inhabitants of Porto Rico is no higher than that of the colored people. There are, however, a few well-educated Porto Rican negroes, and some who own considerable property.

Among the native whites who have no negro blood there is a larger proportion (but yet a relatively small number) which is educated and well to do, but out of the 590,000 whites in the island in 1899 there were found in October about 128,000 men of voting age, of whom about 85,000, or over 66 per cent, could, according to the census reports, neither read nor write. Of the 363,817 colored people, there were 73,010 of voting age, of whom 60,434, or over 82 per cent, could neither read nor write. If the latter are disfranchised, as is being done at home, the electoral franchise should be withheld from the poor and ignorant peones, who are classed as whites, but who differ from the negroes in no material or moral respect. Of these whites there are but 43,000 who are not illiterate, and this is not much below the number who voted in the last municipal elections. The census figures for 1899 thus serve, in a measure, to confirm the accuracy of the registration for the elections held under the military government while the census was being taken.

It is almost certain that the number of native males in Porto Rico over 21 years of age who can read and write, or who, not being so educated, have paid \$1 of annual taxes, does not exceed 55,000 in the whole island.

It is evident that Congress recognized the expediency or necessity of permitting the exclusion of the illiterates from exercise of the franchise, for when the bill authorizing the establishment of a civil government was under discussion in Congress the writer pointed out to the committees considering the measure that his military orders had fixed certain rules which restricted the franchise as above stated. The act which contained the final direction of Congress respecting the organization of a government gave to the local legislature, when it should be organized—and pending that time to the executive council—the power either to confirm or modify the military orders restricting the suffrage, and the fact may herein be adverted to that at the elections which have recently been held in Porto Rico under the new civil

government only those were permitted to cast their ballots who owned a certain amount of property or who could read and write.

If universal or manhood suffrage be given to the Porto Ricans bad results are almost certain to follow. The vast majority of the people are no more fit to take part in self-government than are our reservation Indians, from whom the suffrage is withheld unless they pay taxes. They certainly are far inferior in the social, intellectual, and industrial scale to the Chinese, who for very good reasons are forbidden to land on our shores. The ignorant masses will be manipulated and controlled and corrupted by the political bosses, just as they were accustomed to be by their former masters. They will be subservient to their new masters, and whatever party can sway and dictate to the masses will control their votes. The worst features of prostitution of the ballot, seen in our own country in communities where the ignorant and poor have a considerable ratio to the educated and well-to-do, will be repeated in Porto Rico. The laboring class will be arrayed against capital just as it is in the French West India Islands, where the suffrage is the same as in France, and the result will be the same—burning of cane fields and other property, assassinations, unjust taxation, general disorder, and paralysis of all business development.

There are in this beautiful island in the neighborhood of 50,000 or 60,000 native males who have something at stake besides, and aspirations above a mere animal existence. The real and personal property existent has a value probably exceeding \$100,000,000,^a but another hundred million of capital is necessary to give to the local industries the development and impetus which they deserve. Foreign capital will never jeopardize itself in Porto Rico if the island is to be governed by a horde of human beings called civilized, but who are only a few steps removed from a primitive state of nature. If unscrupulous political bosses are to prostitute the ballot to their own selfish ends, the island will remain as now, or degenerate into a condition like Santo Domingo, Martinique, or Guadeloupe; but party managers of this character can not control and prostitute the suffrage of the intelligent and well-to-do. Those who have something at stake will suppress the leaders and will see to it that only just and beneficial laws are placed on the statute books; that taxes are properly assessed and the proceeds honestly expended; that allotments in increasing amounts are devoted to education and the moral tone elevated, so that in time illiteracy will be as uncommon as it now is in Hawaii. Abundant capital will then go to Porto Rico, just as it has already sought investment in the Sandwich Islands.

To grant universal suffrage will prevent this, for manhood suffrage presupposes a basis of real, true manhood.

^a In 1897-98 and 1898-99 the revenue from the real-estate tax and the tax on industry and commerce was estimated at 650,000 pesos. This was assumed on a basis of 5 per cent of the income derived, and the municipalities collected $7\frac{1}{2}$ per cent, making the aggregate tax on real estate, industry, and commerce $12\frac{1}{2}$ per cent of the gross income, or 1,625,000 pesos. The total amount of gross income of which the above amount is $12\frac{1}{2}$ per cent was, therefore, \$13,000,000. The property which could yield this income must certainly have been worth ten times more, or 130,000,000 pesos, which is equal to \$78,000,000 gold. Besides there was much property in the island not now subject to tax, and which at proper valuation would carry the total beyond the figure last given.

CHAPTER XI.

PUBLIC INSTRUCTION.

In order to understand the educational conditions that existed in Porto Rico at the time of the establishment of the United States military government in October, 1898, it is necessary to review briefly the successive steps that marked the establishment of a school system in the island, the methods followed thereunder, and the results obtained. A full history of the subject would involve a long story of periodical and spasmodic efforts for improvement, marked in some cases by the establishment of good school laws or the advancement of an apparently promising plan of reform, but followed invariably by a lapse, as soon as the first enthusiasm had passed, into years of hopelessly inefficient administration.

The school system was of slow enough growth to have brought forth healthy results. In 1765, according to a report rendered at the time by Count O'Reilly, the population consisted of 44,913 inhabitants scattered along the seacoast in 24 towns. There were then but two schools for children in the colony. The records of the city of San Juan indicate that as early as 1799 the municipal council took steps to secure four teachers to be employed in as many schools for girls—from which it may be fairly inferred that there were already in existence some similar schools for boys. It is also interesting to note that these four teachers, whose salaries were fixed at only \$50 a year, had not, four years later, received their first payment—a precedent that has since been faithfully followed to a greater or less degree by most of the municipalities of the island. With the exception of the schools above referred to, there appear to have been in San Juan at the beginning of the nineteenth century only a class of philosophy established by the Dominican friars and some private schools where Latin and sacred history were taught by monks or priests, the attendance being almost wholly confined to the children of wealthy families. At this time the population of the island was about 155,000, practically all of the towns being on the coast.

Educational facilities did not increase rapidly. When, in 1815, the governor-general was ordered to visit the educational institutions of the island with a view to inspecting them and bringing about necessary reforms, it was found that San German was the only city outside of San Juan where the schools were of sufficient importance to require a visit. Instruction in the other towns, if carried on at all, probably consisted in lessons in catechism and reading given by the parish priests or by some teacher who managed to make a living from the tuition paid by his scholars.

In 1838 the Government attempted to take a more active part, through the institution of three classes of advisory bodies, known, respectively, as provincial, district, and town commissions. These were to supervise and encourage primary schools and to gather data with a view to the establishment of a uniform school system. In December of the same year the governor ordered that the various municipal councils should establish both town and rural schools and that all poor children desiring to attend be admitted free of charge. In 1846 the municipalities were further directed to include in their budgets an item for the purchase of books and supplies for poor children. Three years later the provincial commission published its regu-

lations in regard to the appointment of teachers for the public schools. Examinations were prescribed, including the usual elementary branches and, in addition, religion, morals, and catechism. The schools were to be granted *en propiedad* to teachers. Under this latter system a teacher acquired a certain proprietary right in his school which protected him from dismissal, except upon most serious charges, and made his removal difficult even in the latter case. While the original purpose of this rule was probably to protect teachers against arbitrary removal, its effect was ultimately thoroughly pernicious.

Little if any improvement in actual conditions followed the issuance of these orders, and in 1851 Governor Pezuela attempted to better matters by the substitution for the provincial commission of an academy of *belles-lettres*. This academy took some interest in the development of literature and the fine arts; but in so far as affected primary instruction, the change was a nominal one only. Two changes of some importance were the limiting of the number of poor children admitted free to the schools and the taking of some steps with a view to the better organization of girls' schools, which up to 1850 had, when they existed at all, practically confined their scope to needlework and the catechism.

In 1865 there was promulgated by royal order an organic decree of Governor-General Messina reorganizing the system of public instruction in Porto Rico. The changes ordered were of a radical nature. Primary schools were to be divided into two general classes—elementary and superior. The course in the former included the usual elementary branches; the superior schools carried the instruction in these branches further and also added subjects of a more advanced character, such as history, geometry, etc. The girls' schools were to substitute domestic subjects for certain portions of the boys' course. In all of the schools there was to be a large proportion of religious instruction. The decree also provided separate schools for infants, adults, and colored children and contemplated the early establishment of a normal school with a practice school attached. For the remote rural districts itinerant teachers were to be supplied, in order that all the children might be reached. Two hundred and eighty-three public schools in all were to be established, at an annual expense of about 85,000 pesos, to be borne by the municipalities, and elementary instruction was to be not only free but obligatory for children of school age. The teachers were to be appointed by the governor upon nomination by the *ayuntamientos* or town councils. A decided effort was to be made to raise the standard of their requirements, and it was intended that most of the teachers then holding certificates should be replaced as soon as practicable by graduates of the new normal school.

A later order required that vacant schools should be filled by competitive examination. Teachers' salaries were liberal, ranging from 1,500 pesos annually for superior schools to 180 pesos for incomplete schools; once appointed, they could be removed only upon a complaint duly made and established. School administration was placed in the hands of a higher board of education of about 12 members, presided over by the governor, while in the different towns local boards were to be organized, consisting each of several representative men, including the local priest, with the *alcalde* as president.

This decree, published in 1865, was to go into effect on July 1, 1866. From the moment of its promulgation it was obstinately opposed by

several powerful elements. The *alcaldes*, upon whom devolved the organization of the local boards of education and the initiation of the necessary action for the appointment of the new teachers, passively obstructed the execution of the law. They were jealous of the increased salaries and importance of the teachers and reluctant also to see the present incumbents, many of whom were their protégés, replaced by young graduates of the normal school. The *ayuntamientos* protested vigorously at the proposed increase in their budgets, petitioning that the teachers' salaries be immediately lowered and refusing to contribute to the normal and practice schools. The teachers of the island, seeing that it was the intention to substitute for them more capable instructors, thus taking away their only means of livelihood, used all the personal and political influences they could bring to bear to prevent the law from being carried into effect; and their efforts were heartily seconded by those who had intended to obtain positions as teachers and who now saw the previous standard of requirements raised so much as to prevent their appointment. Finally the ruling class put all the force of a determined passive obstruction in the way of a law which, if enforced, would probably endanger their prestige of wealth and position.

At first the governor resisted all the petitions and protests, but the opposition was so determined and so completely pervaded the whole machinery for the execution of law that it gradually became apparent that the law could not be enforced. Then concessions began to be made to the opponents of the measure. First, the requirement as to examinations for teachers was modified; then the salaries and allowances were decreased; and other changes followed until, in a few years, primary instruction was in almost the same condition as before the decree was issued. The number of schools and the expenditures for school purposes were larger than in 1864, but the schools, as conducted, were of little use to any but the teachers whom they supported.

The complete failure of this law would seem to indicate most pointedly the futility of attempting to force an elaborate public-school system upon a people the majority of whom are not awake to the importance of education, and the extent to which they are awakened on the subject can be no better measured than by their willingness to contribute financially to that end. The law of 1865 was, except for its lack of adaptability to those whom it was intended to affect, in the main a good measure; but it was never carried into effect, in spite of the apparently honest efforts to that end made by a governor who had planned the measure and whose power was almost absolute.

In 1880 a new educational law was published, known as the decree of General Despujol. In the meantime educational affairs in Porto Rico had been in a bad condition, due largely to the constant changes following the establishment of the republic and the subsequent restoration of the Monarchy. During part of the period the schools were closed altogether. Under General Despujol's decree itinerant schools were discontinued and two classes of schools, known as "auxiliary" and "rural," established instead; the general features of the law, however, differed little from those of the decree of 1865, already described in detail.

The decree of General Despujol remained in force until 1898, when, upon the establishment of the autonomous government, the Spanish educational law of 1857 was put into effect. The latter law, although

over forty years old, gave in substance greater local autonomy than the decree of 1880 had done.

Under the decree of 1880 there was a large increase in the number of schools, but there was no material change in school organization or its methods of instruction. The authorities were willing enough to establish more schools, since that involved an increase of patronage. But the ayuntamientos, by whom the cost of the school system was supposed to be borne, were correspondingly negligent in the payment of teachers, in many cases making no provision whatever for the payment of their salaries nor even for furniture or material.

So far primary instruction alone has been considered. The course of secondary or higher instruction was, however, less checkered; but under the existing condition in elementary schools so few were prepared for secondary schools that the latter was of importance only to a very small minority. They will, accordingly, be only briefly referred to.

Previous to about 1850 the facilities were very meager, and were confined to instruction given by teachers employed by the Economic Society and in a few private schools. In 1873, during the Republican régime in Spain, the provincial deputation established a civil institute of secondary instruction, the courses in which were intended to fill to some extent the place of high school and college education. This institution, however, was suppressed the same year by General Sanz, who was sent over as governor upon the fall of the Republic. The institute was again established in 1882. At first there was great enthusiasm over the institute, a good corps of professors was obtained, and a large number of students enrolled; but gradually the standard was lowered until in a few years there was little beside the name to suggest higher education.

In 1896, however, a trade school was opened in connection with the orphan asylum at San Juan, the instruction being largely of a practical character. This school seems to have had considerable success, but it was closed about the beginning of the Spanish-American war. Before it could be reopened the shops were destroyed by fire in June, 1899. In 1891 two normal schools, already mentioned in connection with primary instruction, were established; of these the Boys' Normal School was later merged into the Secondary Institute, the Girls' Normal School being still in existence in 1898.

The few attempts at secondary instruction instituted by the government, or directly under its supervision, were not satisfactory; and various supplementary schools were established by societies and private parties. The work of the Economic Society has been already referred to. Several chairs in higher branches were also established by the Porto Rico Athenæum Society during the last quarter of the Nineteenth century. Among the private secondary schools established was the school opened in 1895 by the Padres Escolapios, a religious-educational order. This school received an annual subvention of 12,940 pesos from the provincial deputation. A similar school for girls, carried on in the convent of the Mothers of the Sacred Heart of Jesus in Santurce, received an annual allowance of 3,000 pesos from the same source, while the college of the Paulist Fathers at Ponce was allowed 5,000 pesos. All of these schools save the convent were closed soon after the American occupation on account of lack of patronage and the discontinuance of their allowances. As already stated, few children in

Porto Rico obtained sufficient elementary education to enable them to pursue higher courses; hence most of the secondary schools were short-lived. Those that remained continued their existence only by lowering their standard to that of poor primary schools.

The autonomous constitution, which went into effect in Porto Rico on February 11, 1898, declared that a colony had full authority to establish its own educational system. The Spanish law of 1857 was soon afterwards substituted for the decree of General Despujol, and a secretary and subsecretary of education were appointed. These officers were to be assisted by a council of 36 members. Dissensions immediately arose, however, which ended with the resignation of the secretary and subsecretary in July, 1898, and the placing of educational matters in charge of the department of the interior, where they remained until the establishment of the board of education in July, 1899.

The following incomplete table gives some idea of the public-school statistics from 1864, just prior to the promulgation of General Mesina's decree to 1898, the year of the American occupation of Porto Rico. The figures are probably only approximations, since the data from which they were obtained can not be relied upon as accurate.

Year.	Total population.	School population.	Teachers employed.	Country barrios without schools.	Total enrollment.	Average daily attendance.	Per cent of attendance.	Cost.
1864	619,525	.....	122	.....	3,488	.....	.....	\$36,854.00
1867 .....	.....	.....	296	.....	9,472	.....	.....	90,833.00
1869 .....	.....	.....	313	.....	8,129	.....	.....	88,136.00
1872	731,648	.....	324	.....	11,097	.....	.....	129,456.00
1880	754,313	143,766	432	609	15,318	1,873	12	.....
1886	784,709	97,738	535	508	25,389	17,813	78	.....
1896	814,937	.....	525	.....	25,615	.....	.....	.....
June 30, 1898	* 857,660	297,912	551	.....	25,644	18,243	72	308,022.75

* NOTE.—The population as actually shown by the census of 1899, taken after this table was compiled, was 953,243; the figure here given was obtained from the reports of the alcaldes of 69 municipalities.

From these figures it would appear that in the thirty-four years just preceding the Spanish-American war, during which the island's population increased about 38 per cent, the number of teachers was increased by about 351 per cent, the school enrollment by over 635 per cent, and the attendance by about 423 per cent. In seeking, however, to form a just opinion as to what the Spanish school system in Porto Rico had accomplished in the past, and was actually accomplishing at the time when the military government of the island began, the most satisfactory basis upon which to form a judgment is afforded by a study of educational conditions as they actually existed in the island in 1898.

The census of 1899, taken about a year after the American occupation, shows that out of 951,836 persons covered by the answers to educational questions but 143,472, or 15 per cent, stated they were able to read and write; while only 5,045 persons, or about one-half per cent, claimed to have more than an elementary education. The same authority gives the number of children between the ages of 5 and 17 in 1899 as 322,393, and the corresponding figure for the previous year may safely be estimated at not less than 310,000. Of this last number but 25,644 pupils, or a little over 8 per cent, were enrolled in the public schools on June 30, 1898; while the average attendance was

but 18,243, or less than 6 per cent of the children of school age—this too, when, for the greater part of the preceding thirty-four years, public instruction had been nominally not only gratuitous but obligatory for children between 6 and 12 years of age. The attendance in public and private schools combined was but 19,223, or a little over 6 per cent of the school population.

When we go further and examine into the kind of instruction given the few thousand children that attended the schools we find that the great majority of these were little better off than those who were not enrolled. The system of school gradation into superior, elementary, adult, etc., existed only in name, the instruction throughout being about the same, except as the individual efforts or qualifications of the teachers made one school better than another. In the superior schools at San Juan, for instance, where the course, according to the decree, should have included advanced arithmetic, geometry, drawing, physics, etc., there were children not more than 6 or 7 years old. Not a single school was conducted in a structure erected for or adapted to the purpose, the majority being carried on in the homes of the teachers, who were allowed a small sum for house rent in addition to their salaries. Of course, the needs of the school were in such cases usually subordinated by the teacher to domestic or business purposes. The acting director of public instruction, speaking of visits made to the schools soon after the establishment of the military government, says:

We visited school during school hours and found the teacher in bed taking a siesta; other teachers were away attending store. In another case we found a teacher who was running a rum shop. Teachers went around the schoolroom in untidy and insufficient attire, and the demands of the neighborhood callers upon the time of the teacher left him less than the required time for instructing the pupils.

The insular commission, composed of Messrs. Kennedy, Watkins, and Curtis, say, in connection with visits to schools made in the early spring of 1899:

The schools we visited are simply pretensions to education and in the United States would not be regarded as being worthy of the name. The books most generally found in these schools are a primer, a catechism, and a mental philosophy, and the system of education consists almost entirely of memorizing alone.

There were no school buildings and practically no schoolbooks or supplies. In some schools the only text-books would be those used by the teachers; in others, out of 60 or 70 pupils, not more than 8 or 10 would be supplied with books. When studying was attempted, a common custom was for each scholar to repeat aloud the lesson that was in preparation. The resulting confusion may be readily imagined.

The great majority of the teachers held their schools under the system of proprietary tenure already referred to. They were primarily politicians and officeholders, and incidentally taught school. Regarding their status as practically fixed for life, with neither the hope of promotion nor the fear of dismissal as an incentive, most of them made no attempt to augment, or even retain, such qualifications as they possessed. It was a recognized practice for a teacher to supply a substitute who received half the salary, the principal receiving the remainder. Cases have been reported where the substitute taught for years, the principal meanwhile residing in Europe and receiving half the salary. Although the teachers were appointed by the governor-general their salaries were a charge against the municipalities. The latter in most

cases were tardy in their payments, salaries in some instances being unpaid for years; and the custom had accordingly grown up for teachers to accept tuition fees from the children of well-to-do parents. The amount of these fees appears to have varied from about the value of the teacher's salary in a large city to about 15 per cent of the salary in the rural districts, and it was the privilege of collecting them that gave one of the special values to the holding of a school en propiedad. It is said that the attention of teachers was pretty much confined to those paying tuition, the poorer children receiving little or no instruction, but attending school rather as spectators than as pupils. This would seem to be a most natural result of the system. It was also partly due to the fact that, while the rural schools were poorly attended and almost empty, the city schools were usually so overcrowded as to make it impossible for a teacher to instruct all the scholars under him. The qualifications of the teachers were anything but satisfactory. In examinations held in July, 1899, there were teachers holding superior certificates who received less than 25 per cent upon a set of questions in general geography, such as would be given to young children in the States, while in arithmetic even a worse state of preparation was found to exist. While the course for primary schools laid down in the decree was quite full, instruction as actually given seems to have been largely devoted to religious matters; a large part of the girls' time was occupied in fancy needlework. There were, no doubt, exceptions to this state of affairs, but they were rare and merely the result of special skill or diligence on the part of a few teachers. Many of the rural schools, especially, were nothing better than poorly conducted nurseries for children of all ages.

The inefficiency of the teachers was a natural result of the state of affairs in the civil institute and the normal school, for the unsatisfactory conditions described were not confined to the primary schools. The two institutions of secondary education were examined into in the spring of 1899 by a commission composed of two American army officers and two prominent Porto Ricans. They found that, although the pupils of the institute were boys unable to enter any college of a grade corresponding to those of the United States, the instruction was wholly by means of lectures, no text-books being used. Each professor lectured about one hour each day, but in a rambling way that showed no signs of preparation. The professor of English was absent each time that his class was visited.

The institute, which was intended to supply collegiate education, had no building of its own, the classes being held at various places in the city of San Juan—some in private residences. Students were permitted to study elsewhere, passing examinations at stated dates. Private schools could also enter into fixed relations with the institute. The attendance in February, 1899, was about 60, but the registration was much larger, including those studying at home and in the private schools referred to above. It was the opinion of the commission that the institute as conducted was "as nearly worthless as possible."

A similar state of affairs existed in the normal school. In the words of the commissioner's report—

Students attend very irregularly, and indeed it would seem it is not a matter of much importance whether they attended or not, as all in time are graduated. There are some lectures given on pedagogy, but nothing was seen to convince the commission that this school can prepare anyone to teach, even in the most elementary branches.

The salary list alone of the institute, normal school, and trades school amounted to about \$45,000 United States currency, a large proportion of the entire amount devoted to public schools during the last year of the Spanish administration. The investigating commission recommended that the institute and normal school be closed indefinitely at the close of the school year. As it was evident that the two schools were of little or no value to anyone except those on the salary list, and as the money was much needed for primary instruction, this recommendation was approved by General Henry; and the institute and the normal school, which had been re opened by General Brooke's order in November, 1898, were suspended June 30, 1899, while the trades school, which had been closed just prior to the commencement of the war, was not re opened.

During the first few months of the existence of the military government the heavy demands upon the attention of the United States authorities in the attempt to bring some system of administration out of the chaotic state of affairs resulting from the war, and the unsettled conditions that had ensued from the partial establishment of the autonomous régime, followed by the military occupation, made any immediate and extensive reorganization of educational affairs out of the question. Such measures as were taken were recognized as of a temporary character and were adopted with a view of bridging over the period that must elapse before the subject could be taken up more thoroughly. At this time, under the changes already described, all educational affairs were in the hands of the department of the interior except that the diputacion provincial had charge of the orphan school attached to the *beneficiencia*, including the school of trades, and made allotments in money for the assistance of three other schools—the boys' school, conducted by the *Padres Escolapios* in Santurce; the girls' school nearby, conducted by the Mothers of the Sacred Heart of Jesus, and the college of the Paulist Fathers at Ponce.

Upon the discontinuance of the diputacion by General Brooke, on November 29, 1898, the educational affairs under its control passed to the department of the interior. The subventions of money were then discontinued and the three schools to which allotments had been made ceased to have any connection with the insular government. The convent school remained in existence, but the other two were soon closed for lack of sufficient patronage to support them. An account of the subsequent career of the orphan school will be found under the chapter on "Public charities."

On December 1 the royal subdelegation of pharmacy was abolished. This body has been in existence over fifty years and is said to have maintained a high standard in the examinations for pharmacy, of which it had charge. It was discontinued because it was thought that the funds necessary for its maintenance could, under existing conditions, be better applied where they would be of more use to general public education. Its functions were delegated first to the secondary institute and subsequently to the superior board of health.

Early in December, 1898, General Henry took command of the Department of Porto Rico, becoming thereby the military governor. In January, 1899, Gen. John Eaton, LL. D., of Washington, D. C., was called to Porto Rico to take charge of educational matters. He was known successively as superintendent of schools, director of public instruction, and chief of the bureau of education.

In the few months preceding his arrival the council of thirty-six, which, under the autonomous régime, had been instituted as an assistant to the secretary of public instruction, had passed away, as well as the office of secretary and the two school inspectors provided for by the law of 1880. There remained of the former machinery only the local boards, who were supposed to supervise the school buildings, the conduct of teachers and pupils, and the course of studies pursued. The disappearance of the inspectors left no one to inform the government upon the condition of the schools, to see that the local boards performed their duty, that teachers were paid, or that proper provision was made in the municipal budgets for the support of the schools.

About the middle of January General Eaton was joined by Mr. Victor S. Clark, M. A., University of Minnesota, who came to Porto Rico as his assistant. Early in February, in pursuance of an order of General Henry's reorganizing the administrative departments of the insular government, a bureau of education was formally organized under the department of the interior, and General Eaton placed at its head. As soon as an office force could be procured, a careful examination was made as to existing school laws and as to the text-books and methods of instruction then in use. General Eaton made two tours of inspection, visiting all of the large towns, and his assistant visited over one-fourth of the smaller municipalities. The conditions that were found to exist have been already described. About two-thirds of the schools were found to be held en propiedad by the incumbents, a large portion of whom were nothing more than pensioners upon the government. In nearly every case salaries were overdue, and in some the teachers had not been paid for a year or more. The urgent need for some intelligent and systematic inspection of schools, the growing demand that children should have the opportunity to learn English, and the want of reliable school data led General Eaton to recommend to the military governor, in March, 1899, the appointment of 16 English supervisors, who should act both as school inspectors and as teachers of English. The recommendation was approved and the appointments made, the best available material being selected. As opportunity offered, the personnel has been steadily strengthened, and the department of supervision has been a most important one in the gradual development of a better school system. In addition to their work as inspectors and instructors, the English supervisors have been gradually vested with various administrative duties, such as the payment of teachers, the accounting for text-books and supplies, the securing of proper school buildings, etc.

The appointees were of American or English parentage and familiar with the American school system. Of the number, 10 were college graduates, 2 were normal school graduates, and the other 4 graduates of high schools or public schools of standing.

The average number of schools in each district was only about 40, but they were so scattered and the country so difficult for traveling that it was not practicable, as a rule, to make inspections oftener than once a month.

During the months of April and May, 1889, there was promulgated by General Henry a code of school laws prepared by the chief of the bureau of education. These laws, which were first published in the Official Gazette, were subsequently compiled and printed by the board of education in pamphlet form.

Part I of the pamphlet consisted of 10 orders, bearing General Henry's approval, dated May 2, 1899. These went into effect at once. They provided, in substance, for the organization of a school district in any town or barrio under the local administration of 5 elected trustees; they defined the duties of district officers and established general rules for taxation, bonding, acquisitions of school property, etc. Organization under these orders was optional, not mandatory, and the code was apparently not well adapted to existing conditions, as but one district ever organized under it. When, however, after the orders for municipal elections were published, school trustees were required to be chosen, certain parts of these orders became applicable and had effect. Probably the two most important provisions so enforced were those requiring that "where a district provides but one school such school shall be open to both sexes," and that "the schoolhouse shall be entirely separate and upon different premises from the residence of the teacher or of any other private family." The former provision, by authorizing coeducation, hitherto forbidden by law, for the first time in the island's history offered educational advantages to girls in the rural districts, while the latter did away with various abuses already referred to.

Part II of the school laws consisted of 13 orders, which, although published during April and May, did not go into effect until July 1, 1899. They had a most important effect upon the public-school system of the island, the principal features being: Abolishing the fee system and making schools absolutely free to all residents of Porto Rico between the ages of 6 and 18 years; limiting the school year (which had formerly coincided nominally with the calendar year) to nine months, of twenty days each; establishing a graded system of schools in towns; limiting the number of pupils for each teacher to 50; providing for a principal in schools employing more than 4 teachers, and fixing a minimum floor space for each pupil; changing the course of study by the elimination of church doctrine and religion and the adoption of a curriculum embracing Spanish, English, arithmetic, geography, elements of United States history and civil government, with minor subjects of music, manual training, etc., wherever teachers were competent to instruct in the same; instruction to be uniform in character and in accordance with a teachers' manual published by the bureau of education; the legal qualifications and salaries of teachers fixed; provisions made for loaning text-books to pupils free of charge; the relations of municipalities to public schools defined; rules promulgated for the establishment of high schools, normal schools, and professional schools.

During the latter part of May General Eaton was forced by ill health to give up his work in Porto Rico and return to the United States. He was succeeded by his assistant, Mr. Victor S. Clark.

On July 8, 1899, a new feature was introduced into the educational system through the appointment of a board of education. The general order that constituted the board directed that it should "act in a general advisory and superintending capacity over the educational interests of Porto Rico," and should report directly to the military governor. Its duties were stated in detail in a subsequent paragraph of the same order.

The constitution of the board of education marked an important point in the history of public instruction in Porto Rico. The bureau

of education, at first a part of the system, soon disappeared altogether, its functions being merged into those of the board. The latter was not merely an advisory body, but the central organizing and administrative power in the system of public instruction, with authority to act in all ordinary matters and to decide upon and follow out a definite and systematic policy in regard to educational affairs. The standing and experience of the members of the board justified the delegation to them of wide discretionary power, while the fact that both Americans and Porto Ricans were represented in its composition enabled the military governor to feel assured, on the one hand, that modern and progressive methods would be introduced, and on the other, that any proposed measure in opposition to local sentiment or custom would be promptly and fully brought to his attention.

Five months later this board was reconstituted to consist of 9 members, "3 of whom shall be residents of San Juan or its vicinity, and 6 shall be representatives of 6 districts of the island defined in this order, of which they shall be, respectively, residents."

The powers and duties of the officers and members were declared to be those stated in the regulations of the board as approved by the military governor. The new regulations were formally published in general orders in January, 1900, in the form of an amendment of the original order stating the powers of the board.

Each district representative had general supervisory authority over the schools, teachers, and supervisors of his district, subject to the authority of the insular board. The three members of the board residing in San Juan were constituted an executive and financial committee, with power to "represent the board during the period intervening between general sessions in all matters not provided for by special committees or by the authority delegated in this order to the individual members."

On March 11, 1900, Dr. Clark resigned his position as president of the board of education. He was succeeded by Dr. George G. Groff, one of the original members of the board, who remained at the head of the same until the advent of the civil régime on May 1, 1900, when he was appointed acting commissioner of education pending the permanent organization of the new civil government.

The first president of the board of education having previously served as assistant to General Eaton, and subsequently as acting director of public instruction, was fully informed as to the contemplated system of reorganization of the schools, as were also several of the members of the board. The institution of this body did not, therefore, mean a new beginning in educational work, but rather a more efficient organization for the consideration and application of plans already proposed, as well as for the institution of new reforms. Reference will here be made only to some of the more important matters that presented themselves for action.

The board, as will be noticed, was appointed soon after the beginning of the summer vacation. It was very desirable that a definite policy should be adopted in regard to the important matters of school administration prior to the beginning of the fall term. One of the first questions to be taken up was the licensing of teachers for the coming year. The Spanish law had recognized five grades of certificates—rural, auxiliary, elementary, superior, and normal. The recently enacted school law had provided that the educational authori-

ties should, at an early date, publish a plan for granting diplomas to teachers holding legal titles under the Spanish law. The board decided in August, 1899:

That in admitting new candidates to the profession of teaching certificates shall be granted only upon examination or upon diplomas from reputable normal schools, colleges, and universities; that the standard of examinations shall be maintained equal to that observed in New York State, Ohio, Minnesota, California, and other States of the Union.

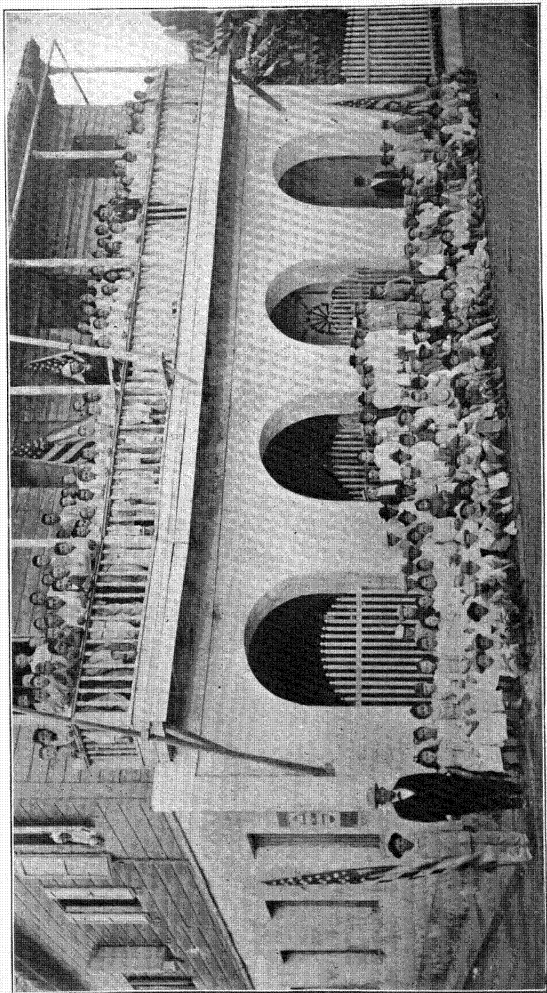
That all teachers of Porto Rico holding superior titles under the former law shall receive principals' certificates.

That all teachers possessing elementary titles under the former law shall receive graded-school certificates.

It will be noted that but three classes of certificates were provided to replace the five that formerly existed. Up to about February, 1900, some 862 certificates in all had been issued by the board of education. Of that number over 800 were to resident teachers, and about 775 were in exchange for Spanish titles. Examinations for teachers' certificates were held every three months at the principal town of each inspection district, the supervisor being in charge, and the questions being provided by the board of education under a carefully arranged system. Only a few applicants had passed the test up to the spring of 1900; but the number competent to do so will rapidly increase with the better school advantages and familiarity with the requirements. The examinations embraced Spanish and English, arithmetic, geography, United States history, and school methods. About 75 of the teachers employed at the beginning of the second term of the year 1899-1900 were Americans, all of whom were either college or normal graduates, or were possessed of first-grade certificates from States of the Union. This number is exclusive of the 16 supervisors. A very large majority of the American teachers were women; few, if any, of them knew Spanish at the time of their arrival in Porto Rico.

Previous to the action of the board in regard to teachers' certificates there had been numerous complaints to the effect that many of the Spanish certificates held in the island were illegal, or had been obtained through influence. The system of exchanging certificates enabled the board to thoroughly examine into the genuineness of all certificates. As to the question of the competency of the holders it was believed best to allow this to be decided in the schoolroom itself, when removal, if necessary, could be easily accomplished without any appearance of discrimination or injustice. It was fully recognized by the board that few of the teachers who were granted new certificates in exchange for old ones would be competent to teach in the better class of public schools in the States; but it was believed that, with careful supervision and inspection, the great majority could be utilized for a year or two, by which time the superannuated and useless ones could be weeded out, and many of the younger ones probably be prepared to continue their work. The only alternatives were the wholesale introduction of American teachers—an expense which the island could not stand in its distressed condition—or the closing of most of the schools.

The salaries paid teachers were \$675 for principals, \$450 and \$360 for graded-school teachers, and \$270 for rural teachers—all in United States currency for the school year of nine months. Under the Spanish administration salaries ranged from 900 pesos per year for superior teachers to 300 pesos per year for rural schools, the school year nom-



PUBLIC SCHOOL IN ARECIBO.

inally coinciding with the calendar year. If these latter salaries be reduced to United States currency at the official rate (60 cents per peso) they will be seen to be smaller than the salaries first stated. The increase was due to several causes, among which may be mentioned the change to the basis of United States currency, and the necessity of offering some inducement to American teachers to compensate for the expense and discomfort to which they were subjected. Supervisors received \$900 a year, but furnished their own transportation. On April 30, 1900, there were 613 teachers in the employ of the board of education. Of these, 36 were teaching in the normal school at Fajardo, the training classes and night school at San Juan, and in other special schools. The monthly salary list of the 587 teachers employed in the public schools proper was \$22,320, United States currency.

The following statistics indicate, approximately, the enrollment, attendance, etc., in the public schools at different periods:

Date.	Number of schools.	Enrollment.			Attendance.		
		Boys.	Girls.	Total.	Boys.	Girls.	Total.
June 30, 1898	551			25,644			18,243
November 1, 1898	529	16,801	8,754	25,555	11,906	6,403	18,309
July 1, 1899	525	19,804	9,378	29,182	14,720	7,153	21,873
January 1, 1900	584	15,440	8,952	24,392			20,103
April 30, 1900	587			28,569			19,754

The attendance in private schools, amounting to only a few hundred, is not considered.

The general summary of the term report for the first term of the year 1899-1900 was as follows:

Boys enrolled, 15,440; girls enrolled, 8,954; total, 24,392; refused admission for lack of room, 5,175; average daily attendance, 20,103; number doing first year's work, 15,496; number doing second year's work, 8,012; number doing advance work, 984.

The large percentage of attendance—about 82 per cent—was due to the plan of having a waiting list. A child who failed to attend lost his seat. About 3,000 of the 24,000 children enrolled were receiving all their instruction under American teachers, and about 8,000 received English instruction from English-speaking teachers. The closing of the institute and the girls' normal school on June 30, 1899, left Porto Rico practically without any provision for public instruction beyond the private school. The closing of the secondary schools may seem to have been an unusual way of marking the establishment of a more complete school system, but the step was a wise one. In the first place, the poor character of the primary schools of Porto Rico had produced few if any scholars ready to take up secondary studies to advantage. Moreover, the schools in question, whatever their nominal classification, were, in so far as the actual standard of instruction was concerned, considerably less advanced than a good common school in the United States. The heavy expenses of the institute and normal school have been already referred to, and all things considered it was thought best to start anew and build up a system of secondary and higher education which should be suited to, and developed with, the new primary schools.

Early in July, 1899, the municipalities of the island were invited to

submit competitive bids offering a bonus for the establishment within their jurisdiction of a normal and industrial school. The most advantageous bid received was from the city of Fajardo, which offered to contribute \$20,000, United States currency, for the school, provided the insular government would appropriate the same amount. This proposition was finally accepted, and a contract between the island of Porto Rico and the city of Fajardo was subsequently signed and was approved by the military governor September 20, 1899. The money was raised by the city of Fajardo upon municipal bonds personally guaranteed by 20 of the principal taxpayers. A sight was selected and purchased, and plans and specifications prepared for an eight-room school building and a four-room shop and laboratory building. The work of construction was later begun and was still in progress when the military government ended. Meanwhile the school had been opened in rented buildings on April 1, 1900. A month later 51 pupils were in attendance, instruction being given in English, in methods of instruction, and in mathematics. It was the intention of the board of education that this school should ultimately furnish courses in manual training and in agriculture, and that there should be connected with it a model school for practice teaching and a normal department.

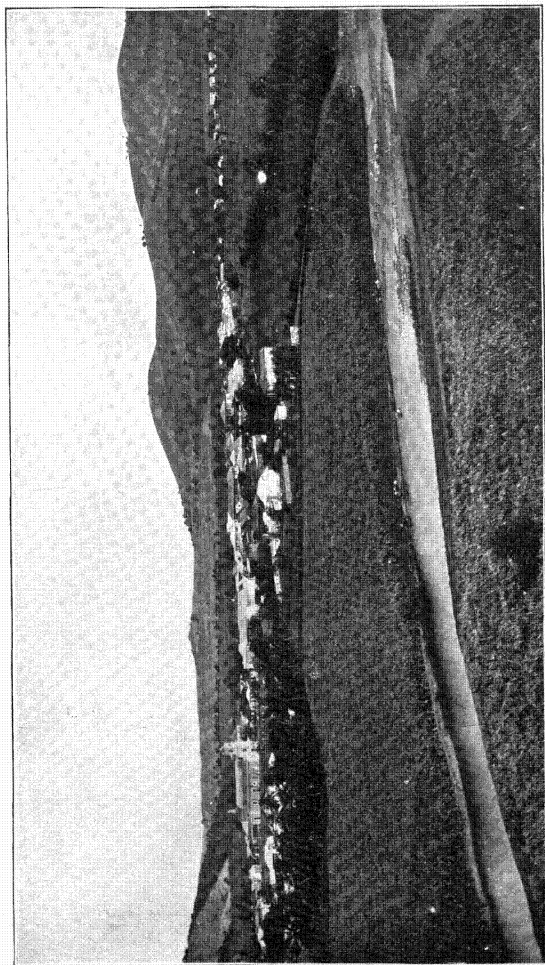
In September, 1899, a model and training school was opened in San Juan, with Dr. W. H. Hill, English supervisor, as principal. The instruction embraced courses in English from the kindergarten through the college preparatory. In January, 1900, the school was moved to a building that had been built for it on the outskirts of the walled city. This was the first schoolhouse ever erected in Porto Rico.

The high-school department at that time furnished a four-year course, fitting for colleges of standing in the States. Students were enrolled in the first two years' work, including Latin, French, English, Spanish, chemistry, physical geography, algebra, plain geometry, and manual training. On April 30, 1900, the enrollment was 272.

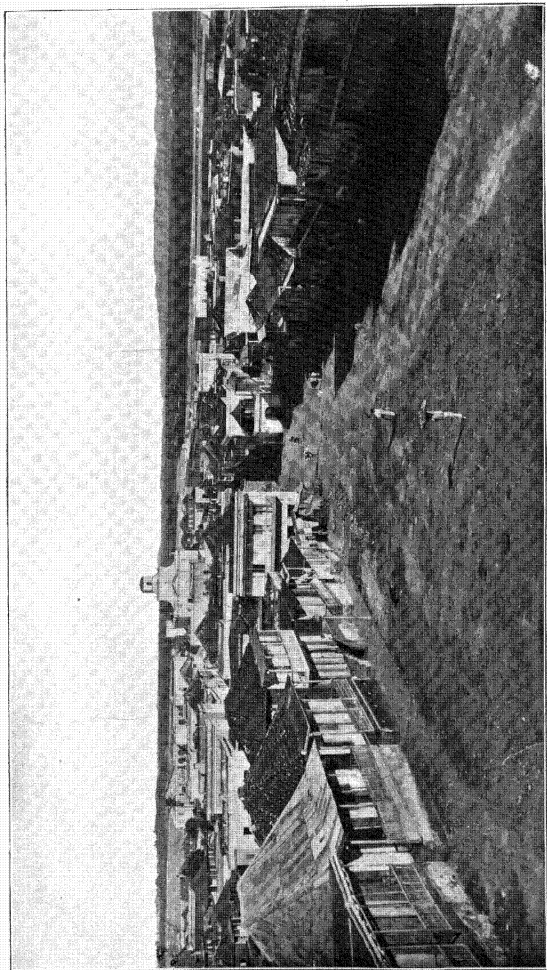
In November, 1899, the establishment of a secondary school at Ponce was authorized. These two schools were the principal institutions of secondary education which were open during the latter part of the military government. A summer school for teachers was also held at San Juan during the summer of 1899.

Secondary education in Porto Rico must for some years to come be on a small scale. It was the purpose of the military authorities to make preparation for higher classes when they would be needed in the future, rather than to install an expensive and general high-school system at a time when the pupils were not prepared to take advantage of it.

Under the Spanish administration the appropriations for the support of the schools were from three sources—the insular government, the diputacion provincial, and the municipalities. In addition, tuition fees were paid by the children of the wealthier class. These fees were paid directly to the teachers, no account of the same being rendered to the State. The increase in teachers' salaries from this source varied, as already indicated, due to local conditions; but it is probably conservative to estimate that the sum total of these fees was at least 25 per cent of the combined insular and municipal expenditure for primary education. In many cases where the municipalities were behind-hand in their payments it was these fees alone that made it possible for the teachers to maintain themselves. Up to July 1, 1899, the edu-



CITY OF FAJARDO.



CITY OF ARECIBO.

cational expenditures of the insular government were almost wholly confined to secondary education, the principal items being the appropriations for the institute and normal school and the subsidies granted to several private institutions, such as the college of the Paulist Fathers at Ponce, the Athenæum at San Juan, etc. The diputacion supported the orphan school at the beneficencia and allowed subsidies to the two schools in Santurce, carried on, respectively, by the Padres Escolapios and the Mothers of the Sacred Heart. The primary schools were supported by the municipalities. So much difficulty was experienced, however, in getting the municipalities to make any proper provision for the schools that in April, 1899, General Henry, upon the recommendation of his secretary of state, but apparently against the advice of the director of public instruction, issued an order making the support of the common schools a charge against the insular government, beginning with the commencement of the next fiscal year, on July 1, 1899. As afterwards carried out, this order was modified to the extent that the municipalities were still required to provide schoolhouses, school furniture, and residence for the teachers, or money commutation in lieu thereof, while the insular government paid the salaries of teachers and furnished text-books, charts, and maps.

The actual expenditures from civil funds for educational purposes between October 18, 1898, and June 30, 1899, amounted to \$36,353.06. The aggregate of the municipal expenditures for the year 1898-99 is stated by Dr. Clark at \$203,373.10. It is probable, however, that this was the aggregate of the amounts allotted in advance by the municipal budgets and that the actual expenditure was not more than half as much. A liberal estimate of the total expenditure for educational purposes during the period of the military government preceding June 30, 1899, would be \$150,000. The insular budget for 1899-1900 originally appropriated \$330,050 for purposes of public instruction. This was subsequently reduced to \$299,338.96. From July 1, 1899, to April 30, 1900, the expenditures from this appropriation amounted to \$212,485.92, which was about at the rate indicated by the reduced appropriation. The municipal expenditures for the same period were \$30,693.66, or at the rate of about \$38,000 for the school year. About five-sixths of this municipal expenditure was for rent, the remainder being for school supplies.

In the revised budget for 1899-1900 the résumé of educational appropriations is as follows:

Administration and supervision:	
Personnel.....	\$24, 592. 22
Material.....	7, 950. 00
Secondary schools:	
Personnel.....	8, 100. 00
Material.....	24, 106. 74
Common schools:	
Personnel.....	203, 810. 00
Material.....	33, 850. 00
Library and museum:	
Personnel.....	720. 00
Material.....	210. 00
Total.....	299, 338. 96

Previous to November, 1899, no special school tax was collected in Porto Rico. In that month an order was issued by the military governor imposing upon property owners and members of professions,

arts, trades, etc., a tax of \$1, the proceeds to be devoted exclusively to the insular school fund. The great bulk of the money for schools continued, however, to be furnished from the general revenues of the insular government.

Under the Spanish administration the teachers were appointed by the governor-general, upon the recommendation of the local authorities, while the latter paid the teachers' salaries. During the second year of the military government this was just reversed; the local authorities were allowed to appoint the teachers from among those holding certificates, while the insular government paid the salaries. This division of authority was not found to work successfully in practice. Politics entered largely into the question of appointment, and also into that of attendance. The experience already gained indicates the advisability of a central control of all educational matters, at least until a larger proportion of the population may be controlled by reason and common sense as opposed to political prejudices. It is of interest, as an expression of the combined experience of most of the countries having a civilization similar to that of Porto Rico, that at a congress of some 2,500 Spanish and Spanish-American educators, held in Madrid in 1892, it was resolved:

That this assembly, without deciding the question as to whether primary instruction is a permanent or temporary function of the State, but considering actual conditions, declares it to be all important that the common schools should be supported from the general revenues of the country in the same manner as other great national interests.

The educational system of Porto Rico, if incomplete, has not been proportionately inexpensive. Spain derived a larger revenue from Porto Rico than did Great Britain from Jamaica, and she devoted nearly the same percentage of her revenues to education; yet 85 per cent of the people of Porto Rico are illiterate as compared with 54 per cent in Jamaica. During the last year of Spanish rule the cost of each pupil enrolled in the public schools of Porto Rico was \$9.90, while the cost per pupil enrolled in Jamaica was \$4.10, approximately, or less than half as much.

One of the principal reasons for the greater annual expense of the Porto Rican schools is to be found in the heavy rent paid for school buildings. In the month of December, 1899, the municipalities were paying for the buildings used as schoolhouses at a rate which, for the school year, would amount to over \$39,000.

Another source of high per capita cost was the employment of poorly qualified teachers at higher salaries than are customary in the United States. The average yearly salaries of teachers, including principals, in the towns and rural districts of the Union is \$217; in Porto Rico, in 1899-1900, it was \$435 and house rent. There can be no question, too, that as a rule the qualifications of the Porto Rican teachers were poorer and their work of less value. This apparently disproportionate expense was due to several causes, which, however, are more or less temporary in their nature. Among them may be mentioned the necessity for importing American teachers in considerable numbers, due to the lack of a sufficient supply of capable native teachers, and the long school term, the latter being about fifty-five days greater than the average in the States. A few years of improved school facilities will bring forth a supply of qualified Porto Rican teachers who should be secured for the prices paid for rural teachers

in the States, while the school term of one hundred and eighty days can be reduced, the same teacher, if necessary, holding two shorter sessions in different schools during the same year.

The census of 1899 indicates that over one-third of the population of Porto Rico consists of children between 5 and 17 years. In other words, there are over 322,000 children of school age. Heretofore 94 per cent of the children attending school have been between the ages of 5 and 14 years. There are over 266,000 between these ages. The present school laws provide for one teacher to each fifty pupils. This would mean that to afford school accommodation to all children of school age in Porto Rico there would have to be about 6,400 teachers, while to provide only for the children between the ages in which attendance is most common would require about 5,300 teachers. Take 6,000 and 5,000 as the respective numbers, and assuming the salary of each teacher the lowest salary paid any teacher in 1900 (\$270 for school year), we have, respectively, for salary lists alone, \$1,620,000 and \$1,431,000. It needs no argument to convince anyone at all familiar with economical conditions in Porto Rico that the maintenance of an educational system on any such plan as this will be out of the question for years to come, unless Federal aid be extended on a large scale—a rather improbable contingency.

As to the advisability of the immediate expansion of the system of public instruction to such an extent as to offer educational advantages to the entire school population of Porto Rico, the following, written by the author of this report in February, 1900, after nearly a year's study of the question, expresses the views then and now held by him:

If to-day the means were at hand for supporting the 6,000 schools which would be required to accommodate all the children, and if suitable schoolrooms with necessary equipment existed, I am of the opinion that the attendance would be meager and the result unsatisfactory. The anæmic, half-starved, and often naked children would not or could not attend. But supposing the attendance was full and universal, would the result be satisfactory? Would any solid advantage to society and to the pupils themselves result from the instruction? For six or more hours each day they would be under the control of their instructors, and then they would return to their homes of squalor and filth, indecency and vice, their parents indifferent or unable to satisfy the natural cravings of hunger, and what the children had learned would make them unhappy and discontented. They would learn of wants that could not be supplied, and their miserable surroundings would have added horrors.

* * * * *

After most careful consideration of the question presented, and basing my opinion on the existing conditions, I am forced to be convinced that the true and wisest policy will be at first to direct the principal efforts to educate and elevate the youth of Porto Rico in those centers of population where there is a state of living and existing social, industrial, and economic condition that would justify the confident belief, not only that the efforts will be supported by public opinion, but that standards and models would be established and copied throughout the island in the rural districts.

It is difficult for a resident of the United States to understand the indifference in regard to schools that is manifested by the people of Porto Rico as a whole. The population consists of two classes—one a small element possessing considerable wealth, the other a considerable mass of ignorant peons in abject poverty. Between these two classes there has always been a great gulf of separation, social as well as economical, and this fact has had an important influence on attempts at educational progress in Porto Rico. Eliminating a very few far-sighted and public-spirited men, it is a well-known fact that the wealthy class have never favored general education or the establishment of

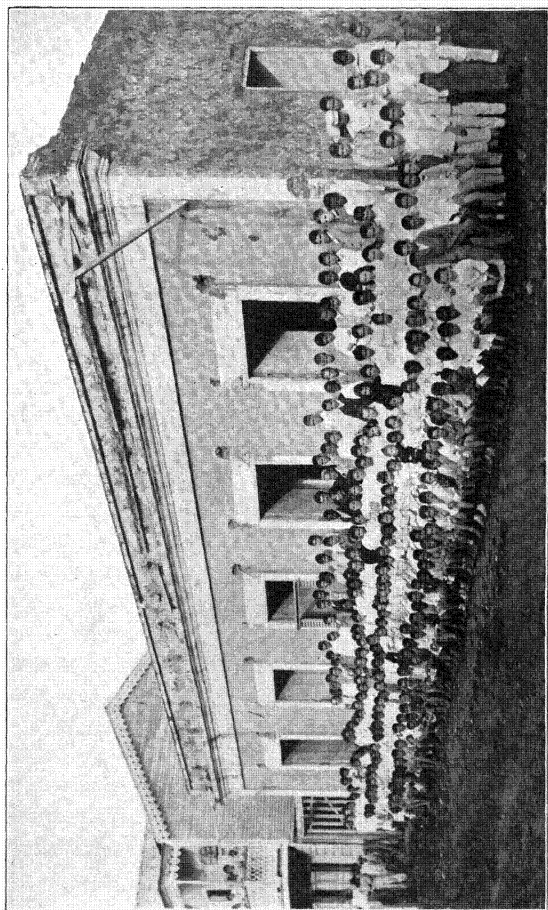
a good system of public schools. The reasons for this are not hard to find. Among them may be mentioned the realization that any direct tax for educational purposes must ultimately be collected from them; the fear of loss of social and financial prestige should education become general; the reluctance to have their children attend the same school as the children of their laborers; and probably most powerful of all, the idea, latent throughout a very large part of the world, that the education of the masses is generally undesirable if not dangerous. The existence of this idea was at the bottom of a large part of the passive opposition and obstruction that nullified the decree of General Messina and made that of General Despujol ineffective. Later, during the military government, it made itself felt in many ways, especially in the passive resistance, or apathy, or neglect that characterized the local school bodies. Wherever any essential link of the chain of acts necessary to open and support a school was under the control of a local board, the school was more or less of a failure. If the board supplied buildings, the buildings were not suitable and were not ready on time; if it elected the teacher, political animosities and local prejudices often led to nonappointment or to frequent changes and poor attendance when the school was opened. If the municipality was supposed to provide furniture, paper, and text-books, these were not forthcoming. To assure the opening of public schools on time and with proper facilities, it was found that the control must lie in a central department responsible to the governor himself.

Lack of school funds, lack of a school plant, the want of a sufficient number of efficient teachers—these are the great material obstacles that confront the educator in Porto Rico to-day. His task will be made harder by race and caste antagonism, by political prejudices, by the inability of parents to properly feed and clothe their children, by the deep-rooted aversion to coeducation of the sexes, and by the confusion of tongues.

These difficulties can ultimately be evaded or overcome; but that any substantial good to Porto Rico may result they must, in the opinion of the writer, be surmounted not merely through the expenditure of money and energy, but through the gradual working of a leaven that will require many years to appreciably affect the entire mass. The development of an educational system, to be of real value, must be based upon the desire of the people for broader advantages and upon the sacrifices that they are willing to make to that end.

Porto Rico may be dotted over with well-equipped schoolhouses and plentifully supplied with efficient teachers; but until education comes to occupy in the public mind a more important place than petty jealousies or political animosities; until the wealthier classes are willing to cooperate in the effort to raise up the 800,000 illiterates by whom they are surrounded, and the latter can be awakened to the fact of their own ignorance and a desire to advance; in short, until the stimulus from without that now maintains any usefulness in the school system can be replaced by a force acting from within, attempts at anything like universal education in Porto Rico must be unsatisfactory and the expenditure connected therewith be largely wasted.

In the year 1894 two royal decrees were promulgated by the Spanish Crown, having as their object the creation and administering of a teachers' pension fund for the benefit of helpless and superannuated teachers at Porto Rico, provision being also made for the widows and



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children of deceased teachers. The extent of the assistance rendered varied in accordance with certain fixed rules, and depended upon the length of the service of the teacher and the highest salary that he (or she) had received for the period of two years. The fund from which the payments were made was derived from several sources, the most important being a discount upon the salaries of all teachers. The administration of the fund was in the hands of a board in Porto Rico presided over by the governor-general and reporting to a central board at Madrid. The money was kept in the Spanish bank in San Juan.

On September 10, 1898, the governor-general, acting, it is said, in accordance with cable orders from Madrid, ordered the amount on hand, 30,682.10 pesos, to be turned over to him. A check for the amount was accordingly delivered to him. A few days later he obtained possession of 6,558.73 pesos, also belonging to the fund, which had not yet been placed in the bank. Of this total amount—37,240.83 pesos—3,093.53 pesos were returned to the secretary of the interior to enable him to make the payments of pensions falling due on September 30; the remainder—34,147.30 pesos—the property of the teachers of Porto Rico—was taken away by the retiring governor-general. Efforts were subsequently made by the United States military authorities to secure the restitution of the amount through the State Department at Washington; but none of it was ever returned. The fund also suffered the loss of about 8,000 pesos due it on account of a yearly allowance of 4,000 pesos, made by the insular government, as well as various other sums that had been paid into the central treasury for the fund, but had never been placed to its credit. The withdrawal of this money, most of which had been actually paid in by the teachers for their mutual assistance, was an act of great injustice and cruelty, and, whether or not permitted under international law, can find no justification in the rules of right and equity.

CHAPTER XII.

CHARITIES.

From the meager records available, it appears that the first attempt at organized public charity in Porto Rico was made in the early part of the present century. In 1810 a royal order was promulgated directing the establishment of a charity asylum and announcing that a contribution of 14,818 pesos had been made for the purpose by Gen. D. Toribio Montes, then in command of the island.

The contributor of this sum afterwards submitted a plan for the carrying out of the project; but the papers appear to have been swallowed up in the never-ending procedure of official red tape, and nothing further was heard of the matter for over ten years. In 1821 a certain Father Ruiz organized a plan for raising funds for the benefit of the city poor of San Juan. As a result of his efforts a sort of home was founded, near what is now the Plaza Colon, where shelter was provided for fifteen indigent women, the beneficiaries being limited to those bearing one of the names Mary, Josephine, or Frances.

The same year the first general regulations relative to public chari-

ties were published in Spain and promulgated in Porto Rico. Acting under these regulations, the municipal corporation of San Juan, at a meeting held on November 4, 1822, organized a board of charities with the alcalde of the city at its head. This board seems to have been most active in its work. Within a year's time it had purchased the home for indigent women already referred to, had obtained control of a hospital formerly managed by the church, and had in its possession a fund of about 40,000 pesos, yielding an annual income of 2,125 pesos. The latter amount it was decided to devote to the equipment and maintenance of the hospital. On September 8, 1823, the institution was formally opened and the first indigent sick admitted.

The opening of this hospital had been accomplished in the face of bitter opposition on the part of the clergy, who protested vigorously against the removal of the same from their control; and in December of the same year, as a result of the pressure brought to bear on the Madrid authorities by the church, an order was issued disbanding the board of charities and directing that all its property and funds be turned over to certain of the religious orders. So ended the first effort in the direction of systematic public charities in Porto Rico.

The result was so discouraging that nothing further seems to have been attempted until the latter part of the year 1838, when the governor drew the attention of the municipal council of San Juan to various defects in the management of the penitentiary, especially in the existing practice of closely associating the male and female prisoners, and directed that steps be taken to provide an asylum and house of correction for the latter. After a consideration of various plans, it was finally decided to construct a new building for this purpose, and in February, 1840, the plans and specifications were approved and the work directed to be begun.

On June 4, 1840, the governor transmitted to the city council the names of the men who were to supervise the construction of the building. They were constituted a board of charities, and soon afterwards issued an appeal to the people of Porto Rico with a view to the raising of funds. This appeal was followed by a circular from the captain-general's office approving the plan of the board and calling upon the municipal councils and the people in general to lend their assistance to the project. A levy of certain additional taxes for the same purpose was also approved. By May, 1841, enough money had been collected to begin work. The construction was accordingly commenced, and was continued until 1848, when the building was completed.

The total amount collected during the years 1841-1848, inclusive, being the proceeds of both taxes and contributions, was 247,048 pesos, of which 232,343 pesos were expended, and the balance, 14,705 pesos, turned over to the treasurer of the institution.

By the autumn of 1844 the construction of the main body of the building was about completed. It was decided to utilize the completed portion as an insane asylum, and on November 19 there were admitted to the institution 23 insane persons from the various towns of the island. From this date on until 1848 work on the building was steadily carried on, new inmates being admitted from time to time. There never seems to have been any definite idea as to the ultimate uses to which the building was to be put, but it appears to have been understood that it would furnish homes alike for the destitute orphans,

widows, chronic indigents, and insane, besides serving as a house of correction.

At various times parts of the buildings were also used for a soldiers' school and for a school of midwifery, while among the inmates was a man prosecuted in 1845 for being a protestant and sentenced to hard labor therefor and a negro slave whose owner could not be found. The first article of a set of regulations issued about this time stated that that institution was for the proper care, feeding, employment, and teaching of helpless indigent adults, orphans under 15 years of age, insane, boys who paid for their tuition, children who required correction, and confinement for such women as had been sentenced by the courts.

The interior administration appears to have been miserable until about 1863, when it was practically placed in the hands of Sisters of Charity sent from Spain for the purpose. The duties, privileges, pay, etc., of these sisters and their connection with the management were fixed by a contract to which representatives of the governor-general of Porto Rico and of the head of the order to which the sisters belonged were the parties. By the terms of this contract the sisters were not required to render obedience except when consistent with the rules of their order. They soon became the dominant power in the institution, the office of director gradually becoming a nominal position.

While the result of this arrangement was to improve the details of interior administration in so far as related to food and attendance, no important change was made until 1871, when the newly-established provincial deputation took up the question of the reorganization of the *beneficencia*, as the institution was called. The point to which they gave their especial attention was the removal of the convicts therein confined. A royal order requiring this change was received, but its execution was obstructed by the governor-general. The deputation, however, succeeded in so far that by February, 1873, the only prisoners remaining at the *beneficencia* were three women. Subsequently, however, other admissions of both male and female prisoners were permitted.

In 1872 amended regulations were published, declaring the *beneficencia* an insular institution and dividing it into four departments for the boys, the girls, the male insane, and the female insane, respectively. This was a marked step forward; little further, however, was accomplished. It seems that charitable duties were considered a burden, and the deputation confined its work to the mere maintenance of the asylum and the consideration of applications for admission and discharge. During the fiscal year 1888-89 a printing department was added to the school, and some of the boys were taught this trade. During the year 1892-93 a typographical department was established on a small scale.

About 1893 the physician in charge submitted to the governor a lengthy report, explaining the defects of the institution and recommending changes. In 1894-1896 material progress was made. The main body of the building was enlarged, and the hygiene, comfort, and instruction of the inmates much benefited.

The early part of the year 1898 saw the *beneficencia* further improved by the inauguration of a school of arts and trades. Marked advance was made in the course of instruction, which was now open not only to

the inmates but to all boys and girls in the island whose parents desired to send them. The statistics for the year 1897-98 are as follows:

Classes.	Remain- ing from last year.	Admis- sions.	Dis- charged.	Died.	Remain- ing.
Boys.....	237	53	22	2	266
Girls.....	173	27	12	.....	188
Insane (males).....	76	23	9	12	78
Insane (females).....	60	14	2	6	66
Adults (males).....	2	.....	.....	.....	2
Adults (females).....	4	1	.....	.....	5
Total	552	118	45	20	605

The course of instruction at the school of arts and trades at this time included the following: Elements of arithmetic, algebra, and geometry as applied; construction; resistance of materials; rudiments of mechanics; rudiments of applied physics and chemistry; molding and engraving in gypsum, clay, and cement; papier-maché; decorative painting.

In addition, there were shops where practical instruction was given in the following branches: Typography, carpentry, bookbinding, tailoring, shoemaking, locksmith work, stonecutting and masonry, molding and raised work, tobacco and snuff preparing, chemical industries.

The registration was 87 inmates and 70 private pupils. A night class was also taught in another building—76 girls and 78 boys being enrolled.

In the spring of 1898 the war with the United States began, and, in view of the exposed position of the beneficencia, the orphans were removed to the country during the month of April. The insane were not removed until after the bombardment of May 12, during which the building was badly injured, no casualties, however, occurring. The statistics for 1898-99 were as follows:

Classes.	Remain- ing from last year.	Admis- sions.	Dis- charged.	Died.	Remain- ing.
Boys.....	266	71	108	.....	229
Girls.....	188	39	61	1	165
Insane (male).....	78	27	15	32	58
Insane (female).....	68	35	10	26	67
Adults (male).....	2	.....	2	.....	.....
Adults (female).....	5	1	2	1	3
Total	607	173	198	60	522

In September, 1898, hostilities having ceased, the beneficencia was again opened. The insane were in a deplorable state; and as no repairs had been made since the bombardment the building was in no condition to receive its former inmates. Some attempts at reconstruction were made, but little could be done, owing to lack of funds.

On October 18, 1898, the Spanish authorities turned over the insular government to the military authorities of the United States. This was followed in a few weeks by the abolishment of the provincial deputation, under whose care the beneficencia had been, and the appointment of a commission to settle its affairs. This commission took charge of the orphan and insane asylums. The admission of new inmates was

stopped and some of those already admitted were discharged. Soon afterwards the workshops of the school of arts and trades were closed. In January, 1899, the asylums were transferred to the state department. In February they were transferred to the interior department, and a few months later they were placed under the recently constituted board of education.

On July 1 the administration of the insane asylum was separated from that of the orphan asylum and placed under the superior board of health. The orphan asylum remained under the board of education.

A medical director was appointed for the insane asylum, and a scheme for the complete renovation of the portion of the building occupied by it and for the reorganization of the administration and personnel was taken up. However, before these plans could be put into execution the storm of August 8, 1899, occurred and it was decided by the military governor to appoint a board of charities to whom should be committed entire charge of "all matters respecting charitable institutions, including homes and asylums for the succor of the poor, sick, or incurables who are supported by insular expenditures, together with matters relating to assistance for the sufferers by the recent hurricane." The original composition of the board as announced in the order constituting it (Par. IX, G. O. 116, Headquarters Department of Porto Rico, 1899) was as follows: Maj. John Van R. Hoff, chief surgeon, president; Surg. F. W. F. Wieber, U. S. Navy; Dr. Francisco De Valle Atilas; Capt. G. M. Wells, assistant surgeon, U. S. Army; Capt. F. P. Reynolds, assistant surgeon, U. S. Army; Rev. F. de J. Nin, Catholic priest; Rev. H. A. Brown, chaplain, U. S. Army; Acting Asst. Surg. Harold W. Cowper, U. S. Army, secretary and disbursing officer.

So much of the work of this board as related to the relief of the sufferers from the storm is elsewhere discussed in this volume under the head of "Hurricane relief."

The charitable institutions supported by insular expenditures were three in number—the orphan and insane asylums, both located in the beneficencia building, and a leper station situated on the outskirts of the city San Juan. The previous history of the two asylums has been already given, that of the leper colony may told in a few words.

In 1880 the provincial deputation recommended the establishment of a leper hospital on the island, this being apparently the first official notice taken of the disease, which is supposed to have existed in Porto Rico since the early days of the African slave trade. No action was taken toward carrying out the recommendation, but the matter was considerably agitated in the succeeding ten years, until, in 1890, the municipality of San Juan built a so-called leper hospital in rear of the city jail, just beyond the suburb known as Puerta de Tierra. This consisted of a simple frame building, which served as a home for the inmates. The latter were allowed six pesos per month on which to support themselves. There was no attempt to isolate the lepers, who were allowed to wander about the city at will. No further action was taken until about 1896, when the provincial deputation renewed its recommendations and appointed a committee to investigate the subject and recommend a location. A site about 10 miles east of San Juan, on the north coast, was selected and its purchase recommended. Complications arose, however, and, nothing resulted from the attempt. The status of the hospital remained

unchanged, except that the building was allowed to fall into bad repair and the number of inmates became reduced to two.

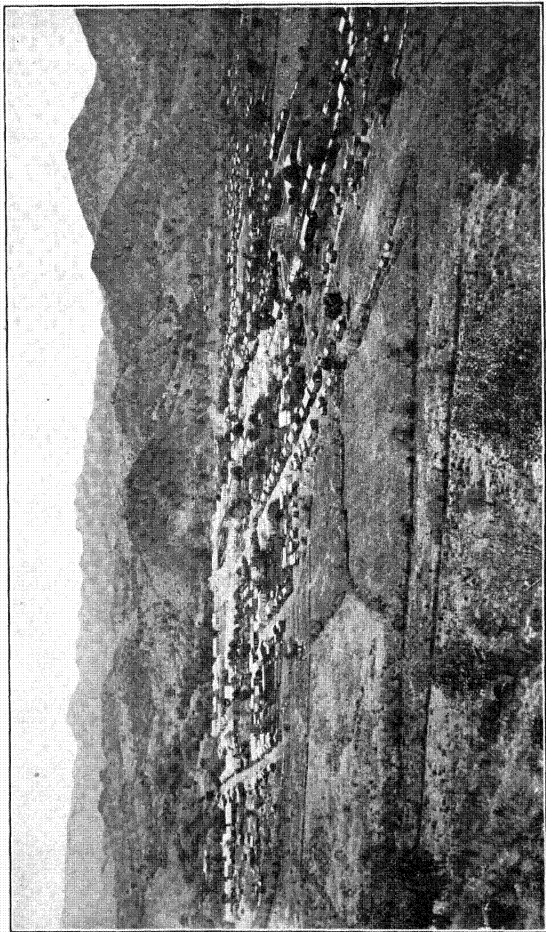
In February, 1899, General Henry appointed a board of health, in whose charge the leper asylum was placed. At the same time it was changed from a municipal to an insular institution, and \$100 appropriated to place the building in repair. Notice was sent to the different municipalities that the board was prepared to care for all lepers living in the island; but although several cases were reported, no patients were received. In May, 1899, a general search for lepers was conducted in San Juan. Eleven cases were found, which, with 1 sent from Ponce and 2 already at the asylum, increased the number of inmates to 14. A physician was appointed, a guard and a cook engaged, the necessary foods and medicines were purchased, and the lepers thereafter strictly isolated.

On July 18 the care of the institution was transferred to the superior board of health, a recently constituted administrative body. This board promptly took steps with a view toward the selection of a site and the construction thereon of a proper establishment for the care and isolation of the lepers. The report of the committee recommended the establishment of a colony at Punta Salinas, on the north coast of the island. It was very soon after this that the board of charities was organized, and the leper hospital came under its control. This board continued in existence, with a few changes in personnel, until May 1, 1900, when its place was taken by the agencies of the civil government that succeeded the military régime. Although the hurricane relief work, with which this board was also charged, was, on account of its urgency and extent, necessarily of paramount importance, time was nevertheless found to effect many improvements in the charitable institutions committed to its care; and this, too, in spite of the meager appropriations which the exigencies of the government made necessary.

At the first meeting of the board a committee of the beneficencia was appointed, to which was delegated the complete supervision of the orphan and insane asylums, with the understanding that gradual but progressive improvements were to be made, the more radical changes being deferred until such time as the decrease in the pressure of relief work would permit the board as a whole to give more careful consideration to the subject. It was early recognized that many radical changes would ultimately have to be made before the institutions could be conducted on satisfactory lines.

A systematic course of inspection and study was at once begun by the committee. Among the physical features that seemed to require most immediate attention were the lack of proper grounds for the exercise of both insane and orphans, the need of water connections and a modern system of plumbing for the improvement of sanitary conditions, which were very defective, and for the increase of bathing facilities; provision for better school room, and the completion of various minor repairs. The advisability of a wider separation of the sexes than existing conditions permitted was evident in both asylums, and this became more urgent when suspicions arose that clandestine meetings had occurred between some of the older boys and girls of the orphan asylum.

In the interior administration it was noted that the purposes of the orphan asylum seemed very confused. Many of the inmates were



CITY OF COAMO.

more proper subjects for a house of correction. It appeared also that admissions were regulated by influence rather than by existing rules.

The regulations themselves were for the present satisfactory in the main, except in regard to the prominence given to religious matters. It appeared, however, that they were not enforced. The educational facilities were very poor; the school equipment, including the books, was obsolete; children who had been in the institution for years were unable to read or write. It was noted, too, that the instruction was largely religious in character.

The management of the institution presented a singular anomaly. While supposedly under a director or superintendent appointed by the insular government, the control was in reality wholly in the hands of the religious sisterhood. Six members of this order had originally been brought from Spain under contract to serve at the *beneficencia*, and the number had subsequently increased. Although their contract was a liberal one, the complete sway which they had attained was evidently largely due to their superior business and personal qualities, and to the fact that the representative of the government was usually some old pensioner appointed more with regard to his former services than to his present efficiency. While the high character of the sisters and their ability as managers peculiarly fitted them to carry out certain parts of the work, the delegation to them of full control over the two asylums was not, in the opinion of the board, to the best ultimate interests of the institutions.

In regard to the general internal conduct of affairs at the time that the board of charities took charge, the most noticeable feature seemed to be "a certain indefinable spirit of nonprogressiveness." As regarded the insane, for instance, the asylum appeared to be a place where good food, a fair habitation, and medical treatment for incidental physical maladies were obtainable, but where no special treatment of mental diseases was attempted.

On August 31 the committee of the *beneficencia* submitted its estimate of expenses for the ensuing year. The total amount was \$87,882, of which \$38,000 was for repairs to the building containing the two institutions. The budget allowance for the year 1899-1900 had been previously fixed at \$55,020, which allotment it was not found practicable to increase, in view of the conditions resulting from the cyclone. This amount included, in addition to repairs, the estimated cost of administration of the main school, of the trades school, of supplies and material, etc. The lack of funds was the principal obstacle to the rapid advancement of physical improvement, upon which some of the administrative improvements, such as the wider separation of the orphans and the insane, were dependent. In order to supply the building with sanitary plumbing and to connect it with the city water main it was necessary to use the entire allotment of \$13,200 for repairs, and also to devote to this purpose about \$2,000 allotted for other improvements to the institution.

Meanwhile the interior regulations were in the main continued in force, the principal change being in the manner of their application. Under the peculiar administration already referred to the position of superintendent had become a sinecure, and was regarded simply as a reward for former faithful services. It was soon seen that in order to carry out the projected reforms it was necessary that the office should

be reinvested with the powers properly pertaining to it, and, moreover, that the incumbent should be a physician of high professional standing and unimpaired activity. A suitable man was found in the physician of the insane asylum, and in September, 1899, he was appointed superintendent and physician of the beneficencia. The transfer of power from where it actually rested, in the sisters, to where it properly belonged, in the superintendent, was a matter requiring both tact and time, but it was gradually accomplished, the period of transition extending to a few weeks after the close of the military government.

The crowded state of the orphan asylum clearly required some action. As at the time no increase of space could be had, the conditions were partly relieved by the discharge of sixteen of the boys. Similar action was considered in regard to the girls' department, but was rejected in view of the fact that, without more practical instruction than had been given them, there was no visible way in which those so placed upon their own resources could earn an honest livelihood.

Many obstacles were encountered in placing the schools upon a satisfactory basis. In the first place, the entire school space available consisted of one large class room; the impossibility of properly conducting the recitations of several hundred children within this one room may be readily understood.

As the lack of funds made it impossible to divide up the available space into sections of convenient size, it was decided as a last resort to arrange class rooms at the ends of the several dormitories. The need of books, equipment, and a sufficient corps of teachers was keenly felt.

The character of many of the boys called for the exercise of firm discipline, and this, with the instruments at hand, the board found it difficult or impossible to maintain. The reestablishment of the trade schools was recognized as of importance as the means both of keeping the older boys out of mischief and of preparing them to support themselves on leaving the asylum. Steps were taken to reorganize these schools, but the necessary time consumed in organization and in the securing of material made it practicable to do little up to the time of the removal of the schools to Santurce.

The importance of separating the children from the insane and of providing a separate building for each sex had never been lost sight of by the board, and when it was found, during the latter part of the year, that two excellent buildings in Santurce could be made available, the removal of the schools was at once decided on. The two buildings referred to were known, respectively, as the Instituto and the Seminario. They were well located, about half a mile apart in Santurce, the residence suburb of San Juan, and were surrounded by spacious grounds. The Instituto, which was destined for the boys, had been for some time occupied by the Escuelas Pias, or Pious Schools, conducted under the auspices of the religious educational order of Padres Escolapios; it had accommodations for several hundred boys. The Seminario, which was selected for the girls' school, was a smaller building, and was at the time occupied by the Mothers of the Sacred Heart of Jesus, a religious order of nuns, who conducted therein a school for the higher social classes. Both buildings were insular property, and the military governor directed that they be transferred to the board of charities on January 1, 1900.

As soon as they were vacated, the immediate alterations necessary

were made, and during the last week in January the removal of the children was begun, the transfer being completed before the end of February.

The time seemed well suited for the inauguration of more radical reforms along the line of the board's future policy. The term "orphan asylum" was clearly a misnomer, since, as already explained, many of the children had parents living. It was decided, therefore, that in the future the names "Boys' Charity School" and "Girls' Charity School" should be used instead. An acting superintendent was appointed for each school, the duties of the former superintendent of the *beneficencia* having been limited to the insane asylum since the removal of the children to Santurce.

It was determined that no further admission should be allowed until the promulgation of new regulations, and that no further admissions from San Juan should be permitted until all other municipalities had had the opportunity to send their proportionate number of children, according to population.

The new regulations, published early in March, 1900, prescribed rules for the board in its administrative capacity for the charity schools and for the insane asylum. While they differed widely from the former regulations, it was understood that they were to serve for the present chiefly as a general basis of action and a guide as to future policy, the changes called for being made gradually as circumstances might permit.

The physical conditions of the institutions were vastly improved by the move to Santurce. The interior and exterior spaces were largely increased and the entire surroundings made more suitable. The sudden widening of their limits had, however, the effect of increasing the difficulty of maintaining discipline among the boys. A military organization was introduced and found of considerable assistance in this respect. Gradual but decided improvements in interior administration were made. The lack of funds did not admit of the installation of a complete modern system of plumbing, with lavatories, closets, etc., but by careful supervision the buildings were maintained in good hygienic condition through simpler and less expensive means.

The extensive changes that were the result of the board's efforts to improve the physical, hygienic, and economic conditions—improvements that must evidently precede any marked advance in educational matters—precluded the establishment of the educational features of the schools on anything approaching a permanent basis until about the middle of March, and the military government ceased to exist on April 30. Even during the short time that remained the available personnel was so limited that the same teachers had to conduct classes in the morning at the girls' school and in the afternoon at the boys' school. As a consequence the advances made in the course and methods of instruction were not so marked as would have been the case had it been practicable for the board to concentrate its entire time and energies upon this feature. It is believed, however, that the marked progress made along other lines, upon which healthy mental improvement is necessarily dependent, more than compensated for the time devoted to them and that a substantial foundation has been laid for carrying on the work of the charity schools with a success that would have been wholly impossible under the conditions existing when the board took charge.

The statistics as to admissions, etc., during the period that the two

schools were under control of the board of charities (August 1, 1899, to April 30, 1900), are as follows:

	1899.						1900.			
	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Boys:										
Admissions		3	1	5	-----	2	23	6	-----	1
Discharges		3	10	9	11	7	3	5	17	34
Deaths										1
Remaining	227	227	218	214	203	198	218	219	202	168
Girls:										
Admissions		2	3	3	4	6	8	3	-----	5
Discharges		1	7	8	1	2	1		1	1
Deaths										1
Remaining	154	155	151	146	149	153	160	163	162	156

Upon the removal of the children from the beneficencia building it was decided to increase the capacity and improve the arrangements of the insane asylum by adapting the portion of the building formerly occupied by the girls' department to the uses of the female insane. Although the military governor decided that the amount (\$8,600) asked for by the board to make the needed alterations could not be allotted, the change was nevertheless made after a few minor repairs had been completed. This arrangement made it possible to admit many for whom applications had long been on file, thus accommodating all the island's insane. The adoption of the new regulations opened the way to further improvements, and the asylum was well on the way to a more satisfactory condition than it had ever before known when, on May 1, 1900, it was turned over to the care of the new civil government of Porto Rico.

The consolidated statistics for the insane asylum during the period from August 1, 1899, to April 30, 1900, are as follows:

	Paresis.	Imbecility.	Monomania.	Homicidal mania.	Dementia.	Idiocy.	Suicidal mania.	Mania.	Kleptomania.	Melancholia.	Dipsomania.	Epilepsis.	Erotomania.	Nymphomania.	Lypomania.	Undiagnosed.	Total.
Remaining Aug. 1, 1899:																	
Male	9	4	9	4	17	3	2	5	1	3	1	1	-----	-----	13	72	
Female	3	1	5	-----	23	3	-----	14	-----	2	-----	5	1	3	6	18	84
Admitted, Aug. 1, 1899, to Apr. 30, 1900:																	
Male	3	-----	-----	-----	1	2	1	8	-----	1	-----	3	-----	-----	-----	17	36
Female	-----	-----	-----	-----	2	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----	32	34
Discharged, Aug. 1, 1899, to Apr. 30, 1900:																	
Male	2	1	1	-----	2	-----	1	2	-----	1	-----	-----	-----	-----	-----	-----	10
Female	-----	1	1	-----	-----	-----	-----	3	-----	1	-----	1	-----	-----	3	1	11
Died, Aug. 1, 1899, to Apr. 30, 1900:																	
Male	1	1	-----	2	4	2	-----	5	-----	-----	1	2	-----	-----	-----	-----	18
Female	1	-----	1	-----	12	-----	-----	3	-----	-----	-----	3	-----	-----	1	2	23
Remaining Apr. 30, 1900:																	
Male	9	2	8	2	12	3	2	6	1	3	-----	2	-----	-----	30	80	
Female	2	-----	3	-----	13	3	-----	8	-----	1	-----	1	1	3	2	47	84

It will be remembered that at the time when the leper hospital came under the care of the board of charities, the establishment of a leper colony at a suitable place was being considered by the superior board

of health. The hurricane damaged the building in which the lepers were housed to such an extent that it was necessary to remove the inmates to the neighboring jail for shelter. Quarters for them were arranged on the basement floor and the necessary precautions taken for complete isolation. This arrangement was, of course, only temporary. Estimates for repairs to the old building were submitted and were approved after being held some time by the military governor, pending a decision as to the establishment of a colony elsewhere. The patients were removed from the jail in November and reestablished in their former quarters. This arrangement was regarded as only temporary and a site was soon selected for the establishment of a leper station on one of the neighboring islands. Plans and specifications were submitted for the necessary buildings, etc., and were referred to the board of public works for an estimate of the cost, which was fixed at \$71,160.75. As no such sum was available for the purpose, the plan had to be given up for the time being and the best practicable results accomplished with the means at hand.

The statistics of the leper hospital during the period from August 1, 1899, to April 30, 1900, are as follows:

	May.	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Discharged					*3							^b 1
Died					1							
Admitted	12			3	2		1			2		1
Remaining	^c 14	14	14	17	15	15	16	16	16	18	18	18

* These three cases were, after a careful examination, declared not to be lepers.

^b Under observation. Probably not leprosy.

^c Two cases remained from April.

No mention has been made of either municipal or private charities now existing in Porto Rico, for the reason that such are practically confined to a few unimportant hospitals. Even these existed chiefly in name, for when the emergency caused by the hurricane arose they were useless until reorganized and furnished with supplies and medicines by the board of charities. This branch of public charities is referred to more fully under the head of "Hurricane relief work."

The more important operations in connection with the insular charitable institutions during the time between the appointment of the board of charities, in August, 1899, and the close of the military government, on April 30, 1900, may be briefly stated as follows:

First. The boys and girls, orphaned and destitute children, were transferred from the building known as the *beneficencia*—which was in effect a prison, and indeed was originally built for this purpose—to separate and commodious buildings, located in Santurce and surrounded by ample grounds.

Second. The board prepared a code of regulations based upon the changed conditions of the government, reorganized the administration of the boys' school on business principles, introduced military instruction, and was about to effect a complete reorganization in the educational department of both schools when the functions of the military government ceased by limitation of law.

Third. It repaired the insane asylum and largely increased its accommodations, so as to do away with the waiting list.

Fourth. It prepared new regulations for the asylum and instituted

a new system of interior economy, placing it upon a scientific and business foundation.

Fifth. It submitted plans and specifications for the organization of a leper colony at Punta Salinas, and urged the necessity for assembling there and complete isolation of all lepers in Porto Rico. In the meantime it cared for the 18 lepers inadequately housed at Puerta de Tierra.

Sixth. It proposed the organization of a house of correction for incorrigible children, for which a part of the beneficencia building was to be used.

CHAPTER XIII.

HEALTH.

At the time of the American invasion the sanitary laws of the island had never been codified and published. It seems to have been customary for each governor-general to issue such regulations as he thought proper. These were generally enforced to a greater or less degree during the continuance of the special danger or emergency that called them forth, after which they were allowed to gradually fall into disuse. Little or no attention would then be paid to sanitation until some new agitation of the question, usually the result of a threatened or prevailing epidemic of some kind, would once more stir the government to action. Then more regulations would be issued, in most cases without repealing or otherwise taking notice of the measures supposed to be already in force.

A few years before the Spanish-American war the governor-general of Porto Rico appointed a commission of Spanish and Porto Rican physicians to codify the existing sanitary laws and regulations. The commission is understood to have completed its work, but before the results were published the governor-general died of yellow fever and the matter appears to have been dropped. A search for the manuscript regulations was fruitless.

The first sanitary measure of which there is any record was the transference of the seat of government from Caparra, where it had been since 1509, to the site upon which San Juan now stands. The change was made in 1521, largely on account of the low and unhealthful situation of the original settlement located near the marshes on the opposite side of the bay from the present city. Nearly two hundred and fifty years later, in 1768, a junta provincial de sanidad, or provincial board of health, was established in San Juan, its special function being to inspect slavers and other vessels arriving in port. In 1803 vaccine was introduced from St. Thomas by the Captain-General de Castro, and vaccination was conducted by Dr. Francisco Oller. In 1804 there were approved by the governor-general regulations drawn up by Drs. Oller and Francisco Javier Balmis, having in view the preservation, propagation, and use of vaccine; and in 1818 a physician was appointed to report upon vaccination and the means of preventing the spread of smallpox. These measures were no doubt stimulated on account of two severe epidemics of smallpox that visited the island in the early part of the nineteenth century. In 1813 local boards of health were ordered to be formed in the respective munici-

palities, each board composed of several members presided over by the alcalde. From this time on until the end of the Spanish régime numerous regulations, orders, and decrees were published upon the subject of sanitation. Among the most important was the formation of a royal subdelegation of pharmacy and a royal subdelegation of medicine, whose respective functions were to regulate the practice of pharmacy and medicine. The first named was abolished by General Brooke on December 1, 1898, and the functions of the latter were delegated on July 18, 1899, to the newly constituted superior board of health.

The issuance of the majority of these sanitary regulations was evidently prompted by frequent outbreaks of smallpox and yellow fever, varied in 1855 by an epidemic of cholera.

Whatever excellence was possessed by the regulations themselves seems to have been neutralized, in so far as any systematic or permanent improvement was concerned, by the laxity of their enforcement; for the conditions obtaining in every town of the island at the time of the American occupation indicated an entire disregard of the simplest laws of cleanliness and hygiene.

The junta provincial de sanidad, in which was vested general control of sanitary matters, was presided over by the governor-general and numbered among its members the secretary of the treasury, the senior naval officer, the vice-president of the provincial deputation, the secretary of the governor-general, the senior surgeon of the army, and several other prominent officials. Upon the departure of the members for Spain, at the time of the Spanish evacuation of Porto Rico, the board ceased to exist.

With the passing away of this general advisory body the local boards of health lost any value that they may have had, and at the commencement of the period of American military government there was, in so far as the civil authorities were concerned, no attempt to require any general observance of sanitary rules. Such cleaning of the towns as was accomplished was done by the companies or detachments there stationed, and largely as a measure for the protection of the troops. This arrangement, however, which applied only to garrisoned towns, was, of course, regarded merely as a temporary expedient to be discontinued as soon as the municipal governments resumed their proper duties under the new régime.

On December 18, 1898, a general order of the military governor directed the formation of a board of health at San Juan, to be composed of an army officer as president, the health officers of the fort and city, and two members of the city council. District commanders were ordered to organize similar boards in the towns under them. The board at San Juan was further directed to formulate regulations to be applied generally throughout the island, the principal subjects to be treated of being the overcrowding of buildings and the proper policing of houses, yards, and streets. With the exception, however, of San Juan and Ponce, where the boards of health were presided over by army officers, little was accomplished. In many of the towns the boards never organized; in most of the others their efforts did not extend beyond the act of organization. The want of funds was the usual excuse given, the distress resulting from the conditions following the war being urged as a reason why municipal taxes could not be collected.

In April, 1899, a military general order called the attention of alcaldes, town councils, and boards of health to the necessity for taking proper sanitary precautions, and directed that, if necessary, a special tax be collected to defray the expenses of the work. But the municipal authorities either could not, or would not, collect the taxes already due, and as there was no insular fund available for such purposes sanitary matters continued to be most unsatisfactory.

With a view to betterment of existing conditions a general order, published on June 29, 1899, directed that—

A superior board of health is hereby constituted for Porto Rico, the authority of which will extend throughout this department, and to which all local boards of health will regularly report.

The board will, for the purpose, be composed of six members as follows:

Maj. John Van R. Hoff, surgeon, United States Army, chief surgeon of the department; Surg. Arthur H. Glennan, U. S. M. H. S.; Surg. F. W. F. Wieber, U. S. N.; Dr. George G. Groff, Dr. Gabriel Ferrer, Dr. Ricardo Hernandez.

The chief surgeon will act as president of the board, and Dr. George G. Groff is appointed secretary and treasurer.

The office of the board will be at these headquarters, where its meetings will ordinarily be held at such times as may be appointed. Four members will constitute a quorum. The board will meet as soon as practicable to prepare regulations to cover the scope of its work, which will be submitted to the department commander.

The organization of the board having been completed an outline of the work which it proposed to undertake was submitted to the military governor, approved by him, and published in General Orders, No. 102, dated July 18, 1899. The subjects over which the board was to exercise special supervision are enumerated as follows:

- Public water supplies.
- Markets, bakeries, groceries, and milk depots.
- The purity and wholesomeness of all foods, drinks, liquors, drugs, and medicines.
- Public institutions, schools, asylums, jails, hospitals, dispensaries, barracks, court rooms, theaters, etc.
- Tenement houses.
- Vital statistics, marriages, births, deaths.
- Licensing and registration of physicians and surgeons, dentists, pharmacists, midwives, undertakers, etc.
- Plumbing and registration of plumbers.
- Sewering.
- Street cleaning.
- Privies, water-closets, cesspools, etc.
- Nuisances.
- Slaughterhouses, stables, and yards.
- Contagious and infectious diseases.
- Trades, factories, and industries offensive or injurious to the public health.
- Undertaking and cemeteries.
- Disinfection.
- Licenses and permits.
- Vaccination and the production of vaccine virus.
- Diseases of domestic animals communicable to man.
- Interior quarantine.
- Poisons, explosives, and special sources of danger to life and person.
- Sanitary supervision of travel and traffic.

As already stated, no sanitary code for Porto Rico could be found. Therefore one of the first duties of the board was to draw up new health laws and to provide for a proper sanitary supervision and inspection of the island.

During the period from July 1, 1899, to April 30, 1900, a large number of measures was proposed by the board and submitted to the military governor for his action. Many of these were approved and duly promulgated in the form of general orders and circulars from head-

quarters Department of Porto Rico, thus becoming laws. Others were never published; some because there was not sufficient time for their thorough consideration by the administrative boards and departments to which it was desired to refer them, others because the changes proposed were so radical and so contrary to the general customs and habits of the people that their approval was delayed or withheld.

As soon as the board was organized local boards of health were appointed in the various municipalities, with instructions to forward regular reports about all sanitary matters. With these reports and those required from municipal judges and alcaldes as a basis, a consolidated table of vital statistics for the island was made out monthly. Special reports of cases of diseases that were apt to become epidemic were required to be made at once, the reports being properly verified or disapproved by a special inspector sent for the purpose by the superior board of health.

The board, acting in a central capacity and with a regular system of reports required from the agencies under it, was able to stir the municipal authorities to more energetic action than had been practicable up to the time of its constitution. Its efforts were furthermore supported by the orders of the military governor, fixing suitable penalties for those failing to observe its regulations.

During the distribution of food that followed the hurricane it was the policy to require every able-bodied man drawing rations for himself or family to perform manual labor in return therefor, and one of the forms in which work was applied was in the cleaning of the various towns. This plan made it impracticable for the municipal officials to continue to excuse their inactivity on the grounds of lack of means to do the work, and by constant spurring on of the alcaldes considerable progress was made toward more satisfactory sanitary conditions.

Among the measures proposed by the board, which subsequently became laws, are the following, the date and number of the promulgating order being given in each case:

Number.	Date of publication.	Measures proposed.
G.O. 142...	Sept. 18, 1899	Modifying former rules respecting sale of meat of pregnant animals.
G.O. 151...	Sept. 27, 1899	Regulating the manufacture, inspection and sale of food, drink, drugs, and proprietary medicines; limiting practice of medicine to legally qualified physicians.
G.O. 48...	Mar. 7, 1900	
G.O. 87...	Apr. 25, 1900	Regulating licensing and practice of physicians, pharmacists, dentists, nurses, midwives, etc.; interior quarantine; quarantinable diseases; general regulations to prevent spread of diseases; vaccination compulsory; management, prevention, etc., of yellow fever; prevention of blindness; fixing penalties for violation of order.
G.O. 153...	Sept. 30, 1899	
G.O. 163...	Oct. 14, 1899	
G.O. 170...	Oct. 24, 1899	
G.O. 191...	Nov. 27, 1899	Officials, etc., to furnish superior board of health with reports on sanitary matters and vital statistics.
G.O. 28...	Feb. 7, 1900	
G.O. 181...	Nov. 18, 1899	Regulating vaccination during year 1900.
Cir. 44...	Dec. 14, 1899	Prescribing procedure in cases of glanders, anthrax, and other diseases of animals dangerous to human beings, and fixing penalty for nonobservance of same.
G.O. 221...	Dec. 19, 1899	
G.O. 17...	Jan. 31, 1900	Chemical laboratory to be established for analysis of foods, drinks, and drugs.
G.O. 66...	Mar. 29, 1900	Constituting a board of health for each municipality.
G.O. 67...	.....do.....	Municipalities to employ physicians to treat the poor.
G.O. 69...	Apr. 2, 1900	At least one civil cemetery to be provided in each town available for burial of all who die in the municipality. Churches, etc., permitted to have cemeteries if desired.
Cir. 16...	Apr. 9, 1900	Rules and regulations regarding burials, disinterments, and transportation of human bodies.
G.O. 78...	Apr. 10, 1900	Regulating inspection and slaughter of cattle, etc.
G.O. 80...	Apr. 12, 1900	Defining and forbidding nuisances. Giving rules for cleaning towns, disposal of waste, etc. Fixing penalty for violating order.

In 1885 the Spanish Government established in each municipality a civil registry wherein was required to be recorded births, deaths, and marriages. The law required that a numerical report of these should be sent to the governor-general every fifteen days. No record of these reports has ever been found; if made, they were shipped away or destroyed by the Spanish officials previous to the transfer of the government. Consolidated statistics for the period antedating the American occupation have been compiled from the books of civil registry in the various municipalities. They are probably quite accurate as to the number of deaths; it is not likely, however, that a careful diagnosis of the cause of death was made in the cases occurring among the poor of the rural districts.

The first of the following tables gives the death rates for the entire island during the years 1890-1899, inclusive; the second shows the aggregate number of deaths, and the percentage of the total mortality, caused by some of the principal diseases during the same period:

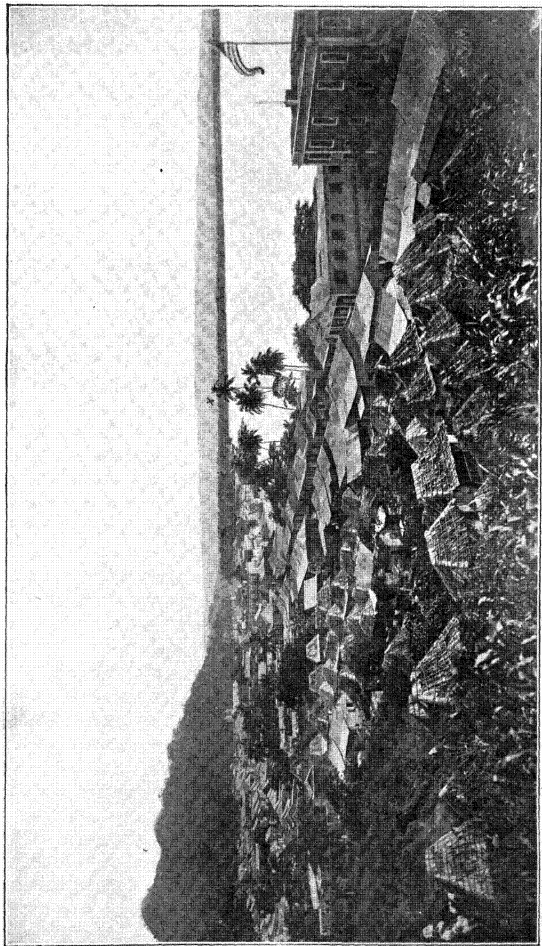
I.

	1890.	1891.	1892.	1893.	1894.	1895.	1896.	1897.	1898.	1899.
Number of deaths..	26,947	23,989	24,474	21,616	24,892	26,284	25,435	31,980	33,614	39,916
Rate per thousand.	32	28	27.6	25.7	28.5	29	27.4	34	35	41

II.

	Small-pox.	Yellow fever.	Typhoid fever.	Menin- gitis.	Dysen- tery.	Diph- theria.	Tuber- culosis.	Tetanus.	Anæmia.
1890:									
Number of deaths..	2,362	152	409	256	518	44	1,754	986	3,450
Per cent of total deaths.....	8.9	0.57	1.5	0.96	1.95	0.16	6.6	3.7	13
1891:									
Number of deaths..	664	97	369	227	377	43	1,528	898	2,994
Per cent of total deaths.....	2.88	0.41	1.56	0.96	1.6	0.18	6.47	3.8	12.7
1892:									
Number of deaths..	61	185	364	264	557	44	1,683	1,043	3,508
Per cent of total deaths.....	0.25	0.78	1.53	1.08	2.35	0.18	7.1	4.4	14.8
1893:									
Number of deaths..	11	133	331	297	405	38	1,706	1,012	3,240
Per cent of total deaths.....	0.05	0.6	1.5	1.34	1.83	0.17	7.7	4.58	14.2
1894:									
Number of deaths..	372	116	365	261	661	50	1,978	991	3,448
Per cent of total deaths.....	1.5	0.47	1.48	1.05	2.67	0.2	8	4	13.96
1895:									
Number of deaths..	921	360	347	314	969	63	1,814	950	3,520
Per cent of total deaths.....	3.6	1.4	1.35	1.22	3.78	0.24	7.08	3.71	13.75
1896:									
Number of deaths..	472	76	479	345	867	43	1,836	870	3,904
Per cent of total deaths.....	1.9	0.3	1.94	1.4	3.52	0.17	7.46	3.43	15.87
1897:									
Number of deaths..	592	9	405	359	1,974	44	1,938	794	4,723
Per cent of total deaths.....	1.94	0.30	1.27	1.12	6.11	0.14	6.06	2.6	14.77
1898:									
Number of deaths..	522	23	416	358	1,913	67	2,094	888	7,369
Per cent of total deaths.....	1.56	0.07	1.24	1.07	5.74	0.2	6.28	2.66	21.92
1899:									
Number of deaths..	*242	.....	346	370	3,568	45	1,910	1,084	8,977
Per cent of total deaths.....	0.6	.....	0.87	0.92	8.94	0.11	4.8	2.71	22.5

* All but one previous to June 30, 1899.



AGUADILLA.

x Monument erected at this place to Columbus, where he first landed November 19, 1493.

When the superior board of health was constituted it was charged with the collection of civil statistics. The former system was continued in force, the board devoted its energies to requiring a proper enforcement of the existing law. Regular reports were required from the officials by whom the books of civil registry were kept, and monthly statistics were made out by the board.

As a result of the demoralization caused by the hurricane, statistics for the months of August and September, 1899, were not complete. The figures given below refer, therefore, only to the last seven months (October to April, inclusive) of the military government. It was not practicable to obtain statistics for preceding years in regard to many of the diseases, so no comparison is attempted.

The total mortality for the seven months ending April 30, 1900, was 23,936, distributed as follows:

	Octo-ber.	Novem-ber.	Decem-ber.	Janu-ary.	Febru-ary.	March.	April.
Number of deaths	4,581	4,674	3,967	3,297	2,475	2,524	2,418
Rate per thousand per annum	57	58	49	41	31	31	30

Of the zymotic diseases—cerebro-spinal meningitis, typhoid fever, malarial fever, smallpox, scarlet fever, measles, erysipelas, whooping cough, diphtheria, and diarrheal diseases—there were 7,479 deaths, representing 31.14 per cent of the total mortality. No cases of yellow fever were reported.

The following is the percentage of deaths from each of these diseases of the total deaths:

IV.

	Per cent.
Cerebro-spinal meningitis	0.12
Typhoid fever .....	.53
Malarial diseases	6.32
Smallpox	0.
Scarlet fever .....	.01
Measles .....	.15
Erysipelas .....	.06
Whooping cough .....	.9
Diphtheria .....	.15
Diarrheal diseases	22.9

The following table shows the number of deaths and percentage of the total deaths from other diseases during the same period of seven months:

V.

	Anamia.	Acute respira-tory diseases.	Consumption.	Puerperal dis-eases.	Urinary dis-eases.	Circulatory system.	Nervous sys-tem.	Tetanus.	Cancer.	Accidents and violence.	Old age.	Unclassified.
Total number of deaths	6,456	1,363	925	418	182	413	580	818	101	180	400	3,857
Per cent of mortality	26.9	5.69	3.86	1.74	.76	1.72	2.41	3.41	.42	.75	1.67	16.11
Deaths per 100,000 popula-tion	679	143	97	44	19	43	61	86	10	18	42	406

The total deaths among infants under 1 year of age for the seven months was 3,547, or 14.81 per cent of total deaths.

	Per cent.
Deaths under 5 years for same period	8, 266 or 34. 53
Deaths over 60 years for same period	2, 558 or 10. 68

The number of marriages reported during the period was 2,024; number of births, 11,475, distributed as follows:

	Legitimate.	Illegitimate.
Male	3, 311	2, 593
Female	2, 947	2, 624
Total	6, 258	5, 217
Per cent of total births	54. 6	45. 4

The reports as to marriages are not wholly reliable; those as to births are entirely incomplete, the number given being only about one-half the number of deaths reported for the same period, whereas in reality the births no doubt exceeded the deaths. It is probable that complete statistics as to births would show a greater percentage of illegitimacy than that indicated by the incomplete report.

The mortality statistics for the year 1899 of course included the loss of life by the hurricane; 2,280 persons are known to have perished, and it is believed that the real loss was greater than this number by about 500. The death rate for the entire period from August, 1899, to April 30, 1900, was affected indirectly by the same cause, the number of deaths from dysentery and diarrheal diseases being largely increased as a result of the destruction of the customary food supplies and the substitution therefor of other articles, especially dry beans, to the use of which the natives were not generally accustomed.

In the months following the hurricane the proportion of deaths reported from anæmia was also decidedly higher than usual. The percentage of total deaths from this cause increased gradually from 18 per cent in 1890 to 22.5 per cent in 1899. During the seven months following the hurricane it further increased to 26.9 per cent. It appears from the reports that between August 1, 1899, and April 30, 1900, 49.8 per cent of the total mortality was due to anæmia and diarrheal diseases. Nearly all the deaths reported as anæmia occur among the "peon" portion of the population, the fatality being especially great in the rural districts. These peons, comprising probably three-fourths of the population, live in the most miserable hovels and subsist upon the merest apology for food. They have consequently little resistance to oppose to disease. Their poverty, with the resultant lack of proper nutrition, was no doubt the cause of a portion of the deaths, but in the great majority of cases these conditions are believed to have been rather contributory to another disease, which finds in these half-starved people an easy prey. This disease, ankylostomiasis, has long been recognized in tropical countries, but its presence in Porto Rico was practically demonstrated for the first time in 1899, by Assistant-Surgeon Ashford, U. S. A. It is also probable that many of the deaths reported as due to anæmia are really caused by malarial.

Venereal diseases are exceedingly prevalent in Porto Rico, the admission to sick report among the United States troops for this cause during the first six months of 1899 being at the annual rate of 467.8 per

thousand. In 1897, when all the troops were at home, the corresponding average rate was 84.59. In 1893 the Spanish authorities, becoming alarmed at the rapid increase of venereal diseases in the island, instituted in San Juan a system of registration and inspection of prostitutes. This law is still in force, but it is probably not well carried out, as there is local opposition to it. There has been no visible improvement in regard to the prevalence of venereal diseases since the system was put into practice.

Epidemics of smallpox have been frequent, and the disease was always present in the island for many years previous to 1899. In the early part of that year the vaccination of the entire population was undertaken under the direction of the chief surgeon of the department; and during the period from March 1 to June 30 about 860,000 persons were vaccinated, at the very moderate expense of \$30,000. One of the first acts of the superior board of health was the establishment, near San Juan, of a regular vaccine station, with a view of providing a constant supply of fresh virus for the island's needs. By general orders, published in October and December, 1899, detailed provision was made for the continuance of the work of vaccination until December 31, 1900. The virus was furnished free to the municipalities, and the work of vaccination was done by vaccinators appointed by the alcaldes and acting under the instructions of the superior board of health. About 20,000 persons have been vaccinated since June 30, 1899.

The effect of this general vaccination of the people has been most marked. For the nine years ending with 1898 the average number of deaths annually from smallpox was about 621. The number of deaths in 1898 was 522. This fell in 1899 to 242, of which number but 1 occurred subsequent to June 30, when the general vaccination was completed. From January 1 to April 30, 1900, there was not a single death from smallpox.

Previous to the American occupation, Porto Rico had not been free from yellow fever for many years. The average annual number of deaths for the nine years ending 1898 was 117, the fatalities having varied from 9 in 1897 to 360 in 1895. In spite of the large influx of nonimmune population, not a single case of this disease was reported during the years 1899 and 1900.

Considering only the last seven months of the military government, we find that of the total mortality about 50 per cent was due to the combined effects of so-called anæmia and diarrheal diseases. Malaria and acute diseases of the respiratory organs came next, with about 6 per cent each of the total mortality; then consumption and tetanus, with about 3 per cent each. Of the remaining 32 per cent due to various diseases, 16 per cent was never classified.

Leprosy has probably existed in Porto Rico for centuries. The number of cases is estimated at about 75, of whom part only have as yet been isolated. The slow increase indicates that conditions are not favorable to the spread of the disease.

The number of blind is very noticeable, being about 2,000, or one to every 480 of the population. The prevalence of this affliction may be better realized by comparison with the State of Pennsylvania, where but 1 blind person to every 185,000 inhabitants is reported. The blindness is believed to be largely due to gonorrheal ophthalmia, aggravated by the lack of proper treatment. By the provisions of General Orders, No. 170, 1899, nurses, midwives, etc., were required to promptly

report all cases of eye inflammation to some legally qualified practitioner for treatment, neglect on the part of either nurse or physician being punishable by fine and imprisonment.

The climate of Porto Rico is mild and pleasant, the warm weather, while long continued, being for a given time less oppressive than that of more northerly latitudes. The records of the weather bureau at San Juan show that during the year ending May 31, 1900, the mean temperature was 77.1° F., the extremes being, respectively, 98° and 43° .

The climate does not seem to be naturally unhealthy. The annual death rate, although increased to about 41 per 1,000 during the year of the hurricane, is normally only about 30 per 1,000, comparing favorably with that of many portions of the temperate zone—this, too, in spite of the overcrowded population and the existence of conditions that are a heritage from four hundred years of rule by a people notoriously careless in all matters of hygiene. The change to a tropical climate is, of course, more or less debilitating and weakening to one naturally accustomed to the bracing atmosphere of a higher latitude; but it would seem that if the towns could be put and maintained in a fairly sanitary condition, and the mass of the population be enabled to procure proper food and shelter, there is no reason why Porto Rico should not become a thoroughly healthy island.

In the appendix will be found a report on quarantine and protection of the inhabitants against imported diseases of a contagious or infectious character. The surgeon of the Marine-Hospital Service has included a sketch of the Spanish measures which had been relied on to protect the island against the invasion of the class of diseases referred to above, but it is well known that the great West Indian scourge—yellow fever—was scarcely ever absent from Porto Rico. It certainly is to the credit of Americans, and the military government of Porto Rico, that there was not a case of yellow fever developed in the island after the Spanish troops took their departure.

The old quarantine station on Cabras Island was not adapted to the use the Spaniards put it to, and the quarantine establishment and disinfecting plant were transferred to Miraflores, an island in the upper bay which was considered well adapted to the needs by the Marine Hospital officials.

There was no quarantine maintained at any other ports than San Juan and Ponce, but at the latter point there was no hospital, only a very small disinfecting plant. The island has at San Juan a fine disinfecting establishment, a floating one, where a ship could be promptly disinfected. The work of preparing this barge was begun before the military government ended. The island paid all expenses for the quarantine service up to the close of the military government.

The report of the president of the board of health has been separately submitted, and an epitome of it has been already printed by the War Department.

CHAPTER XIV.

REVENUES AND EXPENDITURES.

From the conquest of the island by Juan Ponce to the beginning of the nineteenth century, the revenues of Porto Rico were insufficient to defray the insular expenses. In order to carry on the affairs of the

government, and to cover the expenses of the army, fortifications, etc., an allotment had been made by the Crown from the treasury of Mexico, whereby an annual sum was appropriated for, and was usually received in, Porto Rico. The amount so sent can not be exactly ascertained; but from 1766, when the record commences, to 1809, when the gifts were discontinued, the total amount received from Mexico and Venezuela noted by Córdova is found to have reached 13,044,077 pesos. It was upon such appropriations, called *situados*,* that the island of Porto Rico relied as one of the chief sources of her revenue, and the failure of a single remittance was sufficient to paralyze the administration of the government; indeed, as early as 1644 Bishop Damian, writing to the Spanish sovereign, spoke of the immeasurable suffering and poverty caused by the failure to receive the expected appropriation.

It is probable that this amount is much less than the actual total receipts in the period from 1766 to 1809, for while there is special mention in two years of the customary Mexican remittance, yet the sum received is not mentioned. Again, the intendente, Ramirez, states that the total receipts of the *situados* from 1797 to 1815 reached the sum of 4,408,991 pesos; yet the text of Córdova only names the amounts, with dates and vessels, covering arrival during these years, of less than half this sum, showing, it is believed, that were exact data available respecting remittances named in the period 1766 to 1796 the amount which is of record would be greatly increased. In the chapter on the inhabitants is a quotation from the report to the King of Field Marshal Count O'Reilly, in which he remarked that the King's revenues had then, 1765, been used to the extent of more than 20,000,000 pesos in the conquest and settlement; and here it may be remarked, as showing that Cuba also was not self-sustaining, that from 1766 to 1806 the treasury of that island was aided by Mexican *situados* to the extent of over 108,000,000 pesos.

The indirect effect of this charity upon Porto Rico was the paralysis of her agricultural industries and the utter neglect of cultivation and development of the resources of the island; for the people, depending on this donation for nearly all their public requirements, had no occasion to rely upon the resources of the land, or on the fruits of their own industry.

The revenues proper of the island, in the year 1777, were principally derived from the following sources:

Diezmos.—The tenth part of the produce of the land for the church.

Alcabala.—A tax of 2 per cent levied on all sales, exchanges, and commercial transactions; also an additional tax of 6 per cent on all rum exported, and one of 4 per cent on all other articles shipped from the island, percentages to be reckoned *ad valorem*.

Tax on spirituous liquors.—One maravedi (2.72 m=1 centavo) was levied on the manufacture of every quart of native wine, called *aloja*, and 8 maravedis on every quart of rum. These taxes had at first pertained to the revenues of the capital, San Juan, but in 1775 they were considered as pertaining to the insular treasury, and, as a consideration, the latter appropriated the annual sum of 100 pesos, to be used in the repair of the city hall and the repair of the San Antonio and Martin Peña bridges. Distillers paid a tax of 2 pesos on every barrel of rum.

Stamped paper.—This was required to be used in all official transac-

*The authority for this statement is Córdova, who was secretary to the captain-general in 1831-1837, and the publisher of a work on Porto Rico previously referred to.

tions, and also for receipts, bills, drafts, etc. It varied in denomination from 3 centavos to 50 pesos for each sheet.

Almojarifazgo, or customs revenues.—Spanish importations paid a duty of $1\frac{1}{2}$ per cent, and imports from foreign countries from 4 to 12 per cent ad valorem. Cattle, horses, and mules were taxed 2 pesos per head when transported in Spanish vessels, otherwise 3 pesos.

Maritime revenues.—Tonnage and harbor dues on all vessels entering and leaving the harbor.

Bulls.—Revenues arising from the sale of papal bulls which granted the possessors certain religious indulgences or immunities.

Slaves.—Revenues received for their importation and exportation; also revenues received from branding them, the owners paying a tax of 9 pesos for each slave so branded.

The total amount received from these sources in the year 1778 was as follows:^a

	Pesos.
Diezmos	19, 500
Alcabalas	4, 000
Spirituous liquors	7, 000
Branding of slaves	1, 000
Customs revenues	16, 000
Situado	487, 858
Total	535, 358

Of this amount, 19,500 pesos were reserved for the church. The cost of general administration for the same year was 297,376 pesos, and that of fortifications, artillery, engineering work, etc., was 159,004 pesos, the total of the three amounts being 475,880 pesos. The data available does not show whether the remaining 59,478 pesos represented money expended for miscellaneous purposes or a balance carried to the following year. In 1779 the allotment from Mexico was 225,000 pesos. The next year nothing was received, and in 1781 only 61,438 pesos. Assuming that the taxes collected in the island during each of the three years immediately following 1778 were the same as in the latter year (47,500 pesos) and that the 59,478 pesos referred to above represented a surplus available for the following year, we find that from 1779 to 1781, inclusive, the total receipts were but 428,938 pesos. For the same period the expenses connected with the fortifications amounted to 412,616 pesos, and estimating the expenses of general administration and the church at the same annual rate as in 1778, the total expenditures for the three years will be found to be 1,363,244 pesos, indicating a deficit of 934,306 pesos. These figures give some idea of what must have been the financial condition of Porto Rico during earlier times, when the cost of fortifications was great and the demands of Spain upon her colonies were heavy.

On the 1st of May, 1509, Juan Ponce, who had returned to Santo Domingo from the exploration of Boriquen, as the island of Porto Rico was called by the aborigines, proposed to the governor of the West Indies, Nicholas de Ovando, a method of internal revenue for the support of the new colony of Porto Rico; and an agreement was entered into between the governor and Juan Ponce whereby the latter was to utilize a number of the natives in developing the gold mines. One-fifth of the gold obtained was to be sent to the King, two-fifths were to be reserved for the support of the colony, and the remaining two-fifths

^a Acosta.

were to be given to Juan Ponce, who was to defray, however, out of his portion all expenses connected with the enterprise. The amount of gold thus realized is estimated by many writers at about three and a half million pesos, though the records on this subject are vague. The above estimate is based on statistics taken from the archives of the Royal Academy in Madrid, where it is shown that the amount remitted to the King as his fifth from August, 1509, to May, 1536, was 233,053 pesos. This sum exchanged into modern currency at the rate of 3 for 1 (a ratio suggested by Washington Irving) gives 639,158 pesos, and as this is only one-fifth, the total amount would be 3,495,795 pesos. There is no evidence to show, however, that Juan Ponce continued to receive his share, or the disposition made of such after his death; and of the twenty-seven years covered by this period only twenty are stated in detail. Nevertheless, this amount is generally accepted as being a fair estimate.

In addition to working the gold mines Juan Ponce, assisted by many of the native chiefs, established small farms, which he afterwards sold at auction, realizing from the sale of six 1,460 pesos, or 4,380 pesos present currency. The produce from the farms of the King was sold for 1,326 pesos (present currency), and the proceeds went to the general expenses of the colony.

It will be seen, therefore, that the first revenues of Porto Rico were derived from the natural resources of the island and from the industry of the inhabitants—two great factors upon which every country must rely for its power and progress.

Later a tax of $7\frac{1}{2}$ per cent ad valorem, known as *almojarifazgo* (customs duties), was levied on all imports. Shortly afterwards salt deposits were operated in the vicinity of Cabo Rojo, and a tax of $12\frac{1}{2}$ centavos levied on every 20 pounds of salt extracted. This furnished another means of revenue. Misdemeanors and disorders were punished by fines, but amounts realized from this source were ordered by the King to be expended in public works, such as the building of roads, highways, and bridges.

The fiscal affairs of the island were at this time intrusted to a treasurer, auditor, supervisor, and comptroller; but in 1554 we find the revenues of the island so decreased that there were not sufficient funds to pay these officials their salaries, and the number was accordingly reduced to two, a treasurer and an auditor.

But little data is obtainable from this time on for more than one hundred years, yet we find repeated requests for advances of money to cover deficiencies, notwithstanding the fact that the island was receiving the yearly *situados*.

The first definite information as to the fiscal condition of the island is obtained from the account of Governor Esteban Bravo, written in 1758. He stated the revenues of the island for that year, not including the *situado*, as 6,885 pesos. Seven years later Count O'Reilly, in a letter to the Crown, stated the yearly income, as shown to him from the official books and records of the island, as being 10,814 pesos, while the revenues in 1778, exclusive of the *situado*, amounted, as has been previously shown, to 47,500 pesos, including the *diezmos*, *primicias*, bulls, etc. The amount then reserved for church purposes was 19,500 pesos; so it is evident that in the middle of the eighteenth century but a very small sum of money was available to carry on the government.

About 1810 Mexico rose against Spanish rule, and a few years later became independent. Her accustomed remittance to Porto Rico then ceased. The Porto Ricans had long been dependent upon the foreign subsidy for the necessities of life. To whom could they now look for help? The numerous natural resources of the island were undeveloped; agricultural industry was limited to the production of food stuffs for home consumption. Spain, by reason of her wars, was almost bankrupt, the insular treasury was depleted, heavy debts remained unpaid, and there is little cause for surprise that Porto Rico found herself prostrate. Public revenues were so inadequate that the troops in garrison were reduced to half pay, over a million pesos being due the officers and men for salaries alone. The government, perplexed and embarrassed by the want of specie, resorted to the issue of paper money. It was ordered in 1812 that an issue of 500,000 pesos in paper money be made, to serve for the time being, to alleviate the distress and suffering until more effective measures could be adopted, but it seems to have failed of its purpose from the very start. This paper money, put in circulation by a country almost bankrupt, without any prospect of substantial backing, was everywhere regarded with disfavor, and the credit of the government, both in and out of the island, was materially injured. The paper money so depreciated that one peso in coin would purchase ten in paper—no one had faith in the government—specie entirely disappeared, and a period of misery and poverty set in unparalleled in the history of Porto Rico. In the year previous to the issue of paper currency the provincial deputy to Spain, Don Ramon Power, urged upon the Spanish Cortes the necessity of separating the treasury department of Porto Rico from the office of the captain-general. The Cortes, after long consideration, adopted this plan, and Don Alejandro Ramirez, a distinguished financier, statesman, and writer, at that time secretary of the governor of Guatemala, was appointed the first intendente or administrator of the treasury department of Porto Rico. He was given the rank of major-general of the army and the titles and emoluments pertaining thereto, but did not exercise any military command. The condition of the finances of the island was even more deplorable than has been described at the time when Ramirez arrived to take charge of and administer the fiscal affairs of Porto Rico.

Realizing that the island must hereafter depend upon its own resources, and that its wealth lay practically in the development of agriculture, that there were but few highways, and that the sea would of a necessity have to be used, he immediately directed that all ports of the island be opened. He then established custom-houses at these ports, regulated the tariff duties, directed that all agricultural implements be admitted free, instructed the peasants in the cultivation of the land, urged upon the Spanish authorities to lessen the tax on rum exported to Spain, and strengthened the colony by offering great inducements to all white people en route to Habana to settle in the island. He instituted a revenue system whereby the inhabitants of a town paid an annual quota or percentage on the produce of the town, the valuation being made by men of local prominence. A society was formed in the same year (1813) called the Sociedad Economica de las Amigos del Pais, which had for its object the improvement of educational facilities and the promotion of industry, agriculture, and commerce. This society still exists.

The lack of specie induced Ramirez to authorize the circulation of the Venezuelan currency, considerable sums of which were brought over by emigrants from that country who were driven out by the wars for independence then raging. This money, called macuquina, or clipped coin, was first authorized in July, 1813. In 1814 the amortization of the paper money commenced. To augment a sinking fund, lotteries were instituted, 25 per cent of the proceeds to be set apart for this fund. Nearly two-fifths of the paper money was redeemed from revenues derived from the sinking fund, lotteries, etc., and the balance by promissory notes of the government.

By 1816 the whole of the paper money had been redeemed; but the macuquina proved rather to increase than decrease the public distress. It was not guaranteed by the home Government, and was deficient in weight, of irregular shape, and easily counterfeited, giving a means of speculation in which a few persons grew rich, while the majority suffered. Such was the condition of the public revenues of the island at this period. The custom-houses yielded but little revenue, and smuggling, fraud, and speculation prevailed everywhere. Often the very persons appointed by the Crown to prevent such traffic aided and abetted it by their authority. The paper money and the macuquina had failed of their purpose and increased the public distress, and it was to ameliorate the prevailing deplorable condition of affairs that, in 1815, there was published a royal decree to which, in the opinion of nearly all writers on Porto Rico, the recovery and progress of the island are directly traceable. Many attribute the origin of the decree to the Intendente Ramirez, and to him as the author they award the credit for the wonderful advancement and rising prosperity from that time on. By the provisions of this decree, which will be found in the appendix, free trade in all Spanish ports was authorized. The most flattering offers were held out to immigrants and, as an inducement to settle in the island, they were given lands, and the amount of which was in proportion to the number of slaves they brought. In five years foreigners could become Spanish subjects and enjoy all the privileges pertaining thereto. The diezmos and alcabalas were abolished, and all colonists were exempted from the payment of taxes and tithes for fifteen years, after which they were to pay $2\frac{1}{2}$ per cent on the sale of the produce of their lands.

The diezmos and alcabalas having been abolished, a subsidy was established in 1816, consisting of an assessment of 5 per cent of the valuation of the lands. This assessment was applied by a chosen representative of the people, and was collected every four months, 6 per cent of the whole being reserved to cover expenses of collections, and also to pay the salary of the municipal judge. In addition to this tax a revenue was received, which was denominated a donation, consisting of a contribution by the inhabitants upon the acquisition of titles to the land they had formerly rented. It consisted of 15 centavos on every cuerda of land adjoining the towns, cultivated farms, and 4 centavos on every cuerda of mountain land, pasturage; the former comprising 75 varas square, and the latter 1,500 varas square.

From this time the revenues of the island augmented, and in 1827 the treasury for the first time was able to liquidate all its obligations. Ten years later Porto Rico contributed to the home government the sum of 500,000 pesos to be used in carrying on the wars of Spain.

The exchange of the macuquina for Spanish currency was ordered

in 1857. The exchange was effected at $12\frac{1}{2}$ per cent discount, the island having to cover a deficit of 215,466.40 pesos. Temporarily increased duties on exports of sugar, coffee, tobacco, molasses, and rum were levied to meet this expense, as well as 3 per cent of all salaries, pensions, etc., but all these were abolished in 1862. The greater part of the money in circulation during the ensuing twenty-two years was American silver and gold. In 1860 Porto Rico contributed 354,386 pesos toward the expenses of the African war, and in 1864 there was a balance on hand in the treasury of 2,059,389 pesos.

Considerable revenue was derived in 1867 from the proceeds of the sales of the properties of the religious monastic orders which had been disbanded. In 1873 all slaves in Porto Rico were declared free. To indemnify owners the insular treasury paid out 11,018,020 pesos.

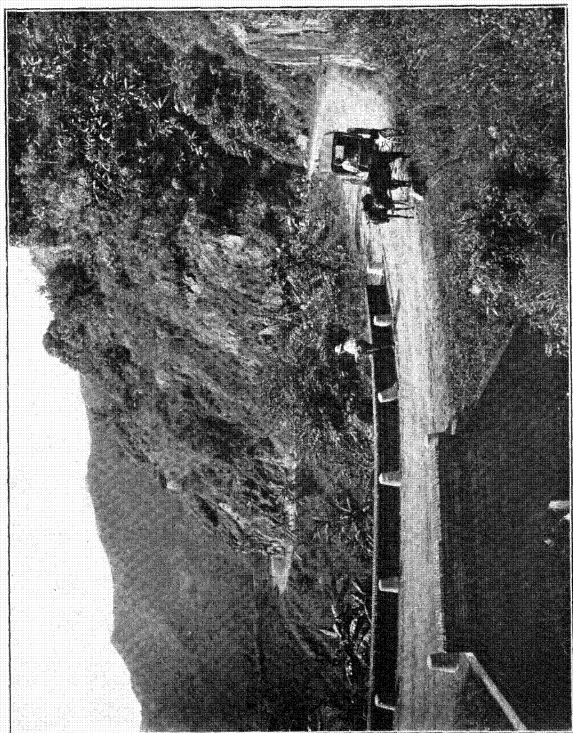
As is well known, the circulating medium of Porto Rico at the time of American occupation was provincial money, coined in the mints of Madrid and Seville, and put in circulation in this island at the close of the year 1895, displacing the Mexican silver that since 1879 had been in use. The exchange was an arbitrary one, made at the rate of 100 Mexican to 95 Porto Rican, a discount of 5 per cent in favor of the latter.

It appears that the number of provincial pesos coined was 8,300,000, and the nominal value of fractional silver was 1,060,000, making a total Spanish coinage of provincial silver of 9,360,000; but the volume of Mexican money to be withdrawn was overestimated, for it actually amounted to only 6,426,393 pesos. It is claimed that the amount represented by the difference, i. e., 2,933,607 pesos, was never put in circulation, but was returned to Spain during the years 1896-97. The sum of \$480,000 in gold was also sent from Spain to Porto Rico, but of this amount \$410,916 was returned to Spain in January and February, 1898, leaving in the island only \$69,084 of the original amount.

Spanish copper coins to the value of 70,000 pesos were also sent to Porto Rico, so that the total amount of provincial money that remained in the island after the substitution was as follows:

	Pesos.
Provincial silver	6, 426, 393
Gold	69, 084
Copper coins	70, 000
Total	6, 565, 477

Four months of the fiscal year 1898-99 had almost passed when the sovereignty of the island was transferred to the United States on October 18, 1898. The total amount of cash then in the hands of the various collectors of internal revenue was 12,910.52 pesos, or, exchanged at the official rate into American money, \$7,746.31. In addition, the sum of \$3,587.75 was found in the custom-houses. The secretary of finance was Señor Julian Blanco, who was continued in office until November, 1898, when he was succeeded by Dr. Cayetano Coll y Toste, who conducted the affairs of the treasury in so far as concerned the collection of internal taxes—save those paid at the custom-houses—until the close of the fiscal year ending June 30, 1899. The heads of the several departments and branches of the treasurer's office continued to be native Porto Ricans, and their methods of rendering accounts and system of bookkeeping was not changed until July, 1899, when American methods were implanted. It was intended



MILITARY ROAD NEAR CAYEY.

to make the change on July 1, but the accounts ran along until July 6, when the balance on hand in the central treasury, \$27,834.45, was transferred to the treasurer. There was subsequently deposited with the latter by the collector of internal revenue \$5,560.78, that being the aggregate of balances due from said collectors on July 6, 1899, making the total turned over to the treasurer of Porto Rico on account of the central treasury \$33,395.23.

The system of accounting for public funds in vogue at the time of the American occupation was such that the true state of fiscal affairs of the island was difficult to determine; as a result, the first audit made of all receipts and disbursements pertaining to internal revenues from October 18, 1898, to June 30, 1899, showed a much greater balance than really existed.

The Spanish system was briefly as follows: The central treasury was located in San Juan. It had at its head a treasurer who reported to the intendente or administrator, the latter in turn reporting to the secretary of finance. Reporting directly to the treasurer were the various agents in the collection districts, where at the head of each agency was an administrator, or internal-revenue collector. Each collector rendered a monthly statement to the treasurer showing the total receipts and disbursements of his agency. The amounts reported as collected were taken up as cash by the treasurer before the amounts were received. The agencies were treated like depositaries in the United States, and drafts were drawn upon them by the central treasury. Transfers were also made from one to another, and each disbursed such amounts as were assigned by the annual budget or were specially assigned by proper authority. The collector, after making the payments assigned to him, transferred his cash balance to the central treasury, where the amount so transferred was taken up by the treasurer on his books under the heading *movimiento de fondos* (transfer of funds).

Various valuable papers also came into the treasury department from local officers, or from private individuals. These pertained to two classes of business; they were either bonds and guarantees of fidelity in various forms, or notes at hand given and accepted pursuant to statute in payment of obligations. The laws of Porto Rico required that when a contractor assumed obligations he should give bond for the execution of his undertaking. Litigants also had to make deposits for costs and various other purposes, as required by the laws regulating judicial procedure. Disbursing and accounting officers of the government were also bonded, and these bonds, sureties, deposits, and guarantees were either in negotiable paper or they were in cash; but in either event the face value of all was entered among the current receipts as cash income of the island, and when any of these obligations matured, or were satisfied, the bonds, etc., were returned either in kind or cash, and the amount dropped as expenditures. It necessarily followed that the receipts and expenditures of the island were stated as greatly in excess of the proceeds from the taxes or other revenues actually available for current expenditures. Trust funds, bail bonds, fidelity bonds, judicial deposits, and promissory notes were available only for specific purposes, but nevertheless they were taken up and accounted for as cash. From the 18th of October, 1898, to July 6, 1899, the date of discontinuance of the central treasury, receipts charged as pertaining to internal revenues were \$1,200,013.65.

but of this amount scarcely more than 25 per cent represented actual revenue. An analysis of the receipts gives the following:

Revenue proper.....	\$305, 896. 38
Trust funds.....	526, 053. 29
Valuable paper.....	167, 925. 59
Double entries, etc.....	200, 138. 39
Total.....	1, 200, 013. 65

In the appendix will be found a detailed statement of the receipts and disbursements of the central treasury from October 18, 1898, to July 6, 1899. There will also be found the reports of two audits, made, respectively, by Lieut. Col. C. H. Heyl, Inspector-General's Department, U. S. A., and the auditor of Porto Rico. The first refers to the receipts and expenditures from the customs service alone between October 18, 1898, and June 30, 1899. The second shows in detail the receipts and disbursements of the military government from July 1, 1899, to April 30, 1900, with the exception of those included in the transactions of the central treasury between July 1 and 6, 1899, which are included in the account of the latter.

Based upon these three accounts and other supplementary data, there has been prepared a financial statement covering the entire period from October 18, 1898, to April 30, 1900, thus showing the receipts and disbursements of the military government from its establishment to its close. (See appendix.)

The statement shows the sources of receipts and the distribution of expenditures, and includes accounts of various special funds for the management of which the military governor was responsible. In the cases in which this responsibility extended beyond the close of the military government the accounts are carried down to December 15, 1900.

There will also be found a summary of receipts and disbursements, indicating the distribution of the balance, and a statement showing what portion of the receipts, disbursements, and balance pertained to funds applicable only to certain special purposes and what portions were spent or available for the current liabilities of the military government.

Detailed notes establish the connection between the statement here given and the accounts upon which it is based, and in addition make clear such other matters as it was thought might require explanation.

EXPLANATION TO ACCOMPANY FINANCIAL STATEMENT OF THE MILITARY GOVERNMENT OF PORTO RICO.

This statement is prepared from the records of the fiscal affairs of the island and shows the general receipts and expenditures as one account beginning with July 28, 1898, and closing, so far as concerned the receipt and expenditure of local or insular funds, on April 30, 1900.

Of course the moneys were received and disbursed by a considerable number of persons, who rendered individual accounts, which were examined, passed upon, and audited by those charged with that duty. General control over the public funds was lodged in the military governor, who was of course responsible and who reported to the Secretary of War.

Upon the occupation of any town which was a port of entry an army officer was at once detailed as collector, and he succeeded to the

duties of the former Spanish official. All these collectors reported to the military governor.

After the peace protocol was signed ports not previously occupied were evacuated by the Spanish troops and were occupied by the Americans, while officers of the Army were detailed in the rest of the custom-houses; the collector at San Juan was designated as chief collector, and all others in a certain respect acted under his instructions and deposited with him all collections over and above the amounts needed to pay the cost of collections.

About the beginning of the year 1899 two auditors were sent to Porto Rico by the Secretary of War for duty as auditors of customs accounts, and under the military governor they discharged their duties.

On the 11th of May, 1899, rules and regulations to govern money accountability and for auditing accounts were published by the War Department. They were in force throughout Porto Rico on and after June 30, 1899.

All public moneys were required to be received and accounted for by a treasurer, an army officer, and all accounts were examined, adjusted, and settled by an auditor who was appointed by the Secretary of War.

On the 29th of May, 1899, Mr. J. R. Garrison, who had been appointed auditor of Porto Rico, reported to the military governor, and the two auditors previously appointed, and who had been several months at work, thereafter became assistants and worked under the auditor proper, who supervised and verified their labors, which were begun several months before on customs accounts for the period from military occupation to the 30th of June, 1899, but this audit only related to the receipt of customs money and disbursements incidental to its collection.

The military governor was at first accustomed to order advances and disbursements from the accumulated customs fund in the hands of the chief collector, but the accounts of disbursements from these funds were not examined and settled by the auditor or his assistants. This duty was performed by the inspector-general of the department under the general supervision of the military governor.

Subsequent to July 1, 1899, all public funds were received and accounted for by the treasurer of the island in connection with the collectors of customs, the collectors of internal revenue, and the disbursing officers of the several government departments. When the American control began Spanish or native taxgatherers and accounting officers were found in charge of these duties.

The treasury and its several branches were practically without any funds on hand, yet the laws formerly obtaining as respected taxation were continued in force by the military commander, and immediately funds began to come in. These were accounted for and disbursed under existing law, the central control over fiscal affairs being lodged in a secretary of finance, under whom were a treasurer or intendente and an auditor or contador. When an issue was raised as to the conformity of an account with the law it was finally passed upon by the secretary, or if the interest of third parties were involved the case was finally audited by a judicial tribunal called the court of contentions.

The administration of the internal finances of the island was left in the hands of the secretary of finance by the military governor until the auditing system went into effect on the 1st of July, 1899. There-

after the functions of the civil secretary, who had succeeded to the fiscal duties of the secretary of finance, were confined to the collection of taxes and other dues and to the disbursement of such sums as might be allotted for disbursement through the treasurer by the military governor of the island. In other words, the secretary ceased to have any power to decide as to the audit of any account of income or outgo.

As a result of this condition of affairs as respected money accountability, there were three separate and distinct sets of accounts and two financial periods from 1898 to 1900.

In the first period, which extended from American occupation and ended on June 30, 1899, the two general accounts were:

(a) The central treasury accounts, which concerned internal revenue only.

(b) The customs accounts, which concerned receipts and expenditures of funds received in the custom-houses.

The accounts under (a) were audited by the secretary of finance, under the general direction of the military governor, whose inspector-general also examined them.

The accounts under (b) were settled by the auditor of Porto Rico in so far as they related to receipts and cost of collection of customs moneys, but as respected the other expenditures from these funds they were examined and audited by the inspector-general of the department, under the general direction of the military governor.

The second period began on July 1, 1899, and ended on April 30, 1900, and all accounts were settled by the auditor of Porto Rico, the military governor passing upon controversies and referring to the Secretary of War questions wherein he might differ from the auditor.

This financial statement is intended to show, in a general way, the sources from which the funds were received and the purposes to which they were applied in expenditure for the public services.

When the control lodged in the secretary of finance over public funds received through the central treasury officials was transferred to the treasurer, on July 1, 1899, all balances in his hands were transferred to and were taken up by that office. In like manner all customs money in the custody of the chief collector of customs (who was denominated the treasurer of Porto Rico on June 1, 1899) were on July 1, 1899, transferred to and were taken up by the treasurer, who was appointed as such under the Executive order of the President May 8, 1899.

As remarked at the outset, all the public funds received and accounted for in this statement are treated as belonging to one single accountability, that of the military governor. If funds were received and accounted for in the first period and were transferred as a balance upon its close to the new treasurer, such balance is not again taken up, since that would be a double charge, and it results that in assembling and combining the three accounts the receipts of the treasurer, consisting of these balances, are disregarded, so that no amount may be charged more than once. The same rule is followed in disposing of balances in the hands of subordinate disbursing officers when they rendered return for the first time under the new system; in other words, every dollar received (except in respect of one entry) is accounted for once, and once only, although it may be the subject of charge and receipt by more than one examiner and auditor.

The exception just noted relates to a class of receipts appearing in

the accounts of the auditor of Porto Rico as "repayments." The elimination of all these charges, with correct explanations, would have involved a great deal of labor, and, as a result, the actual receipts are a few thousand dollars less than the amount accounted for. Respecting this see further explanation in the notes that follow the financial statement.

The receipts are classified under eight heads of account, and the disbursements under thirty-four heads. It is hoped that this data will be found useful and intelligible to the general reader, who is often unfamiliar with the terms used and method employed by auditors in stating the result of their work.

It is hoped that the financial presentation will also permit the general reader to gain a better understanding of the financial condition of the island and enable him to form a judgment respecting the measure of success accomplished by the military authorities in governing Porto Rico for nearly two years and in preparing the way for the establishment there of a civil government.

In respect to two items of public receipt and expenditure, it is not possible to include all financial transactions, such as postal and quarantine services. The figures relative to these departments given in this presentation relate almost entirely to the period subsequent to July 1, 1899, and this for the reason that previous to that date the postal service was managed directly from Washington by the appointee of the Postmaster-General. In whatever amount the receipts from sale of stamps, etc., failed to pay expenses, the Postmaster-General made good by remittances from Congressional appropriations and the military government was in no way concerned.

The quarantine advances from the insular treasury to the Marine-Hospital officers were made in such sums as were ordered by the Secretary of War, and the amount of these advances are stated, but it is not known in what amount the Secretary of the Treasury of the United States made advances for this service from Congressional appropriations.

Under Spain the telegraph was administered locally, but during the whole period of military government the telegraphic lines were operated by the Army without cost to Porto Rico.

The salaries and expenses of the insular commission, the members of which were appointed on February 27, 1899, were in part paid by the insular treasury and in part from the national defense fund; so also of the census.

The subsidiary statement, wherein appear financial data respecting harbor works, provincial deputation, and hurricane relief, were kept as separate accounts, and are therefore here stated separately; but in the general summary they are included with the insular finances, so that the grand total of all receipts and disbursements may be graphically presented.

CHAPTER XV.

COMMERCE AND INDUSTRY.

In the preceding chapter are statistics which show the value of the external trade of Porto Rico in her three principal products. The value of those commodities exported in the years 1895-96 and 1897

reached an average of \$10,231,754 per annum, while the value for same years of all other exports of every name and nature only reached the aggregate of \$443,020 as a yearly mean. Among these miscellaneous exports were a few which might be classed as manufactures—oil of bay leaves, chocolate, starch, salt, corn meal, preserves, wax, honey, and lime covered the list in 1897—and appear in the returns as worth, in all, 35,151 pesos.

The importations of merchandise during same three years had the value of \$10,859,984, annual mean, giving an excess of imports over exports of \$555,530 for three years, or \$185,210 per annum; but during the three preceding years, 1892–93 and 1894, while the imports were about the same as later, the exports fell behind not less than \$812,000 yearly. Again, in the years 1890 and 1891 the imports exceeded the exports almost fourteen and one-half million pesos, or at the rate of \$4,350,000 for each of those two years.

The preceding statistics will show that the financial or economic condition of the island continued to improve during the last decade, while the sovereignty remained in Spain. In 1896, for the first time in nine years, the home product sales exceeded by a few pesos those imported, and the following year, the last one of Spanish rule, the productions of the island that were sold abroad exceeded the purchases of foreign commodities by over \$450,000. Then came the war and the blockade, the disorders following, the changes of government, the changes in trade conditions growing out of or resulting from transfer of sovereignty, the raising and lowering of rates of customs duties and the increase in the local wage rate, and finally came the great calamity of August, 1899, when the maturing crop of coffee that would have sold for \$7,000,000 or \$8,000,000 was almost totally wiped out. So, when we examine the insular trade statistics for the period while the rule was military—August, 1898, to May, 1900—it is not surprising to note that the total commercial movement is expressed by smaller figures than before.

In the period named the island bought from abroad commodities of the value of \$16,024,860, and sold abroad goods of home production that brought in \$13,895,860. In these twenty-one months the island fell behind—lived beyond her income—to the extent of \$2,128,640. If this balance of trade against the island represented an investment in provincial improvements that later could be expected to become productive, then there might be some reason in the argument of those who insist that the total trade of a country is the true measure of her commercial prosperity. But when we look in vain for newly cleaned or better drained and conditioned fields, for new and improved factories and irrigation works, for better means of transport and communication, for enlarged cultivation and better culture, indeed, for any material things representing invested capital, then there is justification for the assertion that there has been a positive retrograde—an “economic decline”—which is strictly measured by the “unfavorable balance of trade.” But if the real decline were measured only by the millions which the island paid out in excess of those earned, there would at least be satisfaction in knowing the extent and limits of the retrograde; but the native economist can not derive the poor satisfaction of measuring the extent of the deficit, for some of the causes which produced it are still operating and will be expressed for several years in the trade returns, and will be seen in the abandoned fields and the hegira of the poor to other countries.

In the chapter treating of agriculture is a mention that 30 per cent of all the cultivated land was appropriated for growing food crops, whose proceeds were consumed in the island exclusively, but the area devoted to food production for domestic needs is not limited to those lands upon which are grown bananas, corn, rice, sweet potatoes, yams, cocoanuts, etc., for the inhabitants are large consumers of the native sugar cane, sugar, molasses, rum, coffee, and tobacco, that are grown upon lands which embrace 56 per cent of all the cultivated area. Were the quantities of these commodities that are consumed in the island known, it would be easy to ascertain the proportionate part of the soil that is used in the production of such articles of domestic consumption. The statistics do not supply these data, but it is not difficult to approximate them. To say that each inhabitant, without respect to age or sex, requisitions the fields and their products to such an extent that 25 pounds of sugar per capita is thereby lost for export, 10 pounds per capita of coffee, and 2 pounds per capita of tobacco, is but to present a very conservative estimate of home consumption of the three commodities, and almost the only ones which, when sold, bring money to the island.

SUGAR.

Sugar-cane products exported, such as sugar, molasses, and rum, for the four years from 1894 to 1897 represent:

Aggregate quantity	metric tons..	248,882 0
Which is a mean yearly export of.....	do....	62,220.5
Estimated home consumption, 25 pounds per capita of population..	do....	11,915.0
Total production cane products	do....	74,135.5
Area cultivated in sugar cane.....	cuerdas..	72,146
Proportion used in producing cane and sugar for home consumption, per cent.....		16
Which is	cuerdas..	11,543

COFFEE.

Aggregate production (for the same four years).....	metric tons..	91,331
Which is a mean yearly export of.....	do....	22,833
Estimated home consumption, 10 pounds per capita of population..	do....	4,328
Total production of coffee	do....	27,161
Area cultivation of coffee	cuerdas..	197,031
Proportion used in producing part consumed at home	per cent..	16
Which is	cuerdas..	31,525

TOBACCO.

Aggregate production (for same four years).....	metric tons..	7,041
Which is a mean yearly export of.....	do....	1,760
Estimated home consumption, 2 pounds per capita of population..	do....	953
Total production of tobacco.....	do....	2,713
Area cultivated in tobacco	cuerdas..	5,963
Proportion used in producing part consumed at home	per cent..	35
Which is.....	cuerdas..	2,087

Bringing together the estimated areas used as supposed and the part of all the cultivated land allotted to the production of sugar, coffee, and tobacco, which contributes nothing to the export, is found to be 45,534 cuerdas, and this, added to the area appropriated to crops for producing domestic foods exclusively, which is 153,050 cuerdas, makes a total of 198,584 cuerdas, which is 41.5 per cent of all the cultivated land in the farms; but the product of these 198,584 cuerdas did not nearly suffice to feed the 953,000 inhabitants, for the importation of rice, dried and salted fish, meats, flour, beans, vegetables, and other food stuffs reached the enormous aggregate of \$4,519,000 value in 1896 and \$4,938,000 in 1897. The subjoined table will show in what values the several commodities were imported:

Importation of food stuffs.

Articles.	1896.	1897.	Articles.	1896.	1897.
Pork and bacon	\$1,409,586	\$1,394,935	Vegetables	\$178,926	\$201,043
Dried beef	493,376	108,414	Olive oil	259,042	172,178
Codfish	1,683,397	1,461,751	Preserves	285,916	238,929
Fish in oil	131,593	158,959	Cheese	327,880	202,789
Rice	2,246,839	2,481,631	Total	8,231,403	7,631,768
Flour	1,077,114	969,642			
Beans	137,734	141,497			

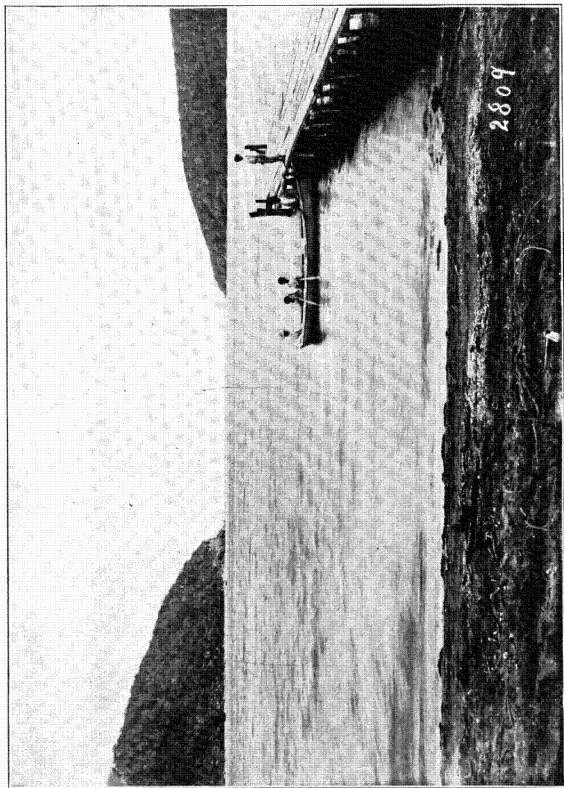
During the period of military rule, the total importation, not including hurricane relief supplies, was valued at \$16,024,505, of which the foods brought in cost about \$8,000,000 and consisted of articles and values as below:

Food importations, military government.

Breadstuffs	\$1,416,279
Dairy products	261,634
Fish, dried and salt	1,033,908
Fruits, dried and preserved	74,426
Meats, dried and salted	1,316,412
Rice	2,720,838
Total	6,823,497

Besides the above, there appears also in the statistics of importation, coffee, \$19,876; malt liquors, \$357,096; oils, animal and vegetable, \$260,426; spirits distilled, \$60,296; sugar and molasses, \$5,080; tobacco, \$3,159; wines and cordials, \$155,452, and "all other articles" not otherwise enumerated, \$2,328,635. It does not need to be said that were the returns sufficient in detail to show the exact amount of alimentary substances imported we would find that the aggregate may not only have exceeded \$7,000,000, but may have reached, or exceeded, \$8,000,000 of food and beverages during the military government.

This citation of official statistics respecting the foreign and domestic trade of this island shows, it is believed, that notwithstanding that the plains and valleys, hills and mountains, were swarming with inhabitants who belonged to the laboring class, a large part of which could not find, or would not accept, employment in the cane, coffee, and tobacco fields, notwithstanding the fact that 79 per cent of these plains, valleys, hills, and mountain slopes were not cultivated at all, yet this essentially agrarian island is accustomed to expend, of the proceeds of the external trade, approximately \$5,000,000 a year in the purchase



ENTRANCE TO GUANICA, LOOKING OUTWARD.

of foreign-grown food stuffs and beverages for the production of which the soil of the island is perfectly adapted. But, it may be asked, were not those teeming hordes of human beings employed in some other productive industry; was not this labor employed in development work, such as cleaning, draining, building factories, mills, wharves, and schoolhouses, and bettering means of communication? The answer certainly is, no; for of recently invested capital, say within twenty years, there is not more than \$3,000,000 in all the island, while of hurricane losses to coffee estates, and wrecked buildings, the aggregate will certainly reach, and probably greatly exceed, \$10,000,000. In this connection, attention is invited to the statement in the preceding chapter, wherein it was shown that the losses in the last three coffee harvests do not fall short of \$12,000,000.

Of Porto Rican manufactures there are none worth mentioning save sugar, molasses, and rum from cane products; also cigars and cigarettes from tobacco, but the proceeds of the skilled labor applied in the preparation of these commodities for market is reckoned wherein are stated the values of exports.

There are hides and pelts in abundance, but no tanneries nor shoe or harness shops. Cotton could readily be grown, but there are no factories for working the fiber.

Of common soap there was nearly 5,000,000 pounds imported in 1897. Every ounce should have been made at home. Of dried beef there were a million and three-quarters imported the same year that ought to have been raised and prepared in the island. The waters teem with fish, yet there were brought to Porto Rico over 25,000,000 pounds of salted and dried fish.

In 1899 there were 8,667 acres devoted to rice cultivation, for which the soil seems to be peculiarly adapted, allowing a yield of 20 bushels (1,800 pounds) of this grain per acre; and the crop for 1897 should have reached 15,600,000 pounds, yet there were imported in 1897 almost 120,000,000 pounds of rice and flour. Indeed, the home production of rice was only about one-fifth as much as was imported.

Can it be said that these idle laborers could not be profitably and usefully employed in growing food crops for their subsistence? Of the 5,000,000 in value of foods imported the island should produce certainly 3,000,000, and this with labor that is now and long has been idle. Yet they will not work, but instead to a considerable extent exist, apparently without incentive, or energy, or ambition, except "to swing in a hammock, pick a banana with one hand, and dig a sweet potato with one foot."

It is that a more industrious and reliable labor might be secured that the British in Barbados, Trinidad, and British Guiana have, since the abolition of slavery about 1838, imported quite 300,000 East Indian coolies, who would not only work for the current wages, but would work steadily—a desideratum with the sugar planter.

There are over 700,000 negroes in Jamaica, and nearly all idle, while in Haiti there are many more, but the productions and wealth of the Republic are much less than they were toward the close of the nineteenth century, when the population was not a fourth what it now is.

Holland solved the problem in Java in 1834 by compelling the natives to work, and in a very short time that Dutch colony was on a more than self-sustaining basis, whereas it had previously been a constant source of expense to the Netherlands.

Unless the experience of other nations in governing thickly inhabited tropical countries is to be negatived in the case of Porto Rico, the industrial future of the island is tied to the one crop—sugar—in the culture of which for the United States protected market the planters can afford to allow much higher wages than are anywhere conceded to labor in cane fields, save in Hawaii.

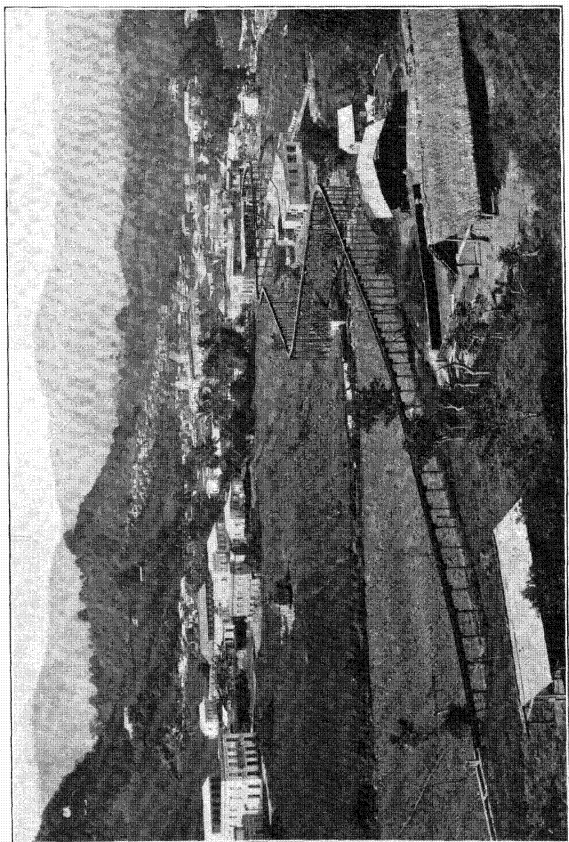
Of industrial enterprises there are none in the island worthy of the name, for the feeble efforts made and the results obtained are almost too insignificant for classification or description.

There are four so-called match factories, but nothing is done in these establishments except to dip the imported match sticks in imported chemicals and then to pack the finished matches in imported paste-board boxes marked with imported labels. There are some individual shoemakers and harness makers working up a very small quantity of imported leather. There are village blacksmiths and wheelwrights who mend, and occasionally construct, native carts or assemble imported materials into carriages. Maccaroni from imported flour is made in a very small way. Coarse grass hats and hammocks for native use are produced, small quantities of the native cassava are converted into starch, and some conserves are made from the guava fruit, but the aggregate value of everything fabricated in the island represents but a very few hundred thousand dollars added to the native or imported raw materials.

The natives are not more stupid or ignorant than the Filipinos, who make from the native fibers beautiful fabrics and mats that command a ready sale and a high price.

They are no lower in the intellectual scale than the natives of central Mexico, who make choice pottery and handsome embroidery, saddlery, and lace; than the Pueblo Indians of New Mexico, who produce fine basket work and silver ornaments; the native islanders of the Pacific are famed for their excellent mats, similar ones of available material seem beyond the Porto Rican capacity; the Ecuadorian from the shores of the Gulf of Guayaquil makes Panama hats from native grasses that are known and prized throughout the world, and the Porto Rican can, if he would, make a hat almost as fine from a native fiber, but the hatters are few in number, lazy, without enterprise, and the excellence of their goods is unknown; indeed, there is nothing choice, interesting, curious, attractive, or ornamental of local fabrication. The only productions are ordinary sugar-cane products, cigars and cigarettes, coffee and cattle. It would be difficult to find anywhere in the world a community of a million people, classed as civilized, who are less self-reliant or more indolent and helpless. The picture painted of them by Abbad and O'Reilly a hundred and thirty years ago but vividly portrays the islanders of to-day, and describes their industrial and social condition.

It may be suggested that Spain repressed and discouraged all initiative, but that is not true. Panama hats and pita hammocks were well known before Spain let go her hold on South America, and the Spaniards in the Philippines encouraged local industries. The difficulty is with the Porto Rican himself—a hybrid race, generally speaking, the educated and well-to-do as proud as Spanish *hidalgos*, who consider labor demeaning, while the poor *jibaro*, and the freed slaves and their descendants, have never worked systematically or regularly in their lives, who regard manual labor with abhorrence, and who are



UTUADO.



HAT MAKING FROM YAREY FIBER.

absolutely without ambition; and yet some of them have heard, and believe, that if they only knew how to read and write they would be able to live well without the necessity of working for wages as field laborers. If they have a wish to have their children educated, it is for the reason that then they will escape the need to plow and chop, dig and hoe, cut cane and pick coffee.

During the period of military government the number of patents registered in the island was 626, while of trade-marks and copyrights there were 390.

Almost all of those offering these documents for file were citizens of the United States. The charge for registration was merely nominal.

There were a few patents of Porto Rican origin registered during the Spanish times. There were a much greater number of trade-marks and labels.

CHAPTER XVI.

THE EXCHANGE OF CURRENCY.

Section 2 of the act of Congress approved April 12, 1900, contained provisions authorizing the Secretary of the Treasury to redeem the Porto Rican coins in circulation and to substitute therefor the coins of the United States at the previously authorized rate of exchange (60 United States currency for 100 Porto Rican currency, Executive Order of January 20, 1899). The act limited the exchange to Porto Rican silver and copper coins in circulation on February 1, 1900.

Section 2 of the act is as follows:

SEC. 2. That for the purpose of retiring the Porto Rican coins now in circulation in Porto Rico and substituting therefor the coins of the United States, the Secretary of the Treasury is hereby authorized to redeem, on presentation in Porto Rico, all the silver coins of Porto Rico known as the peso, and all other silver and copper Porto Rican coins now in circulation in Porto Rico, not including any such coins that may be imported into Porto Rico after the first day of February, nineteen hundred, at the present established rate of sixty cents in the coins of the United States, for one peso of Porto Rican coin, and for all minor or subsidiary coins the same rate of exchange shall be applied. The Porto Rican coins so purchased or redeemed shall be recoined at the expense of the United States, under the direction of the Secretary of the Treasury, into such coins of the United States now authorized by law as he may direct, and from and after three months after the date when this act shall take effect no coins shall be a legal tender in payment of debts thereafter contracted for any amount in Porto Rico except those of the United States; and whatever sum may be required to carry out the provisions hereof, and to pay all expenses that may be incurred in connection therewith, is hereby appropriated, and the Secretary of the Treasury is hereby authorized to establish such regulations and employ such agents as may be necessary to accomplish the purposes hereof: *Provided, however,* That all debts owing on the date when this act shall take effect shall be payable in the coins of Porto Rico now in circulation or in the coins of the United States at the rate of exchange above named.

The exact or even the approximate amount of this Porto Rican currency in circulation was not known, but certain facts connected with the coinage were of record.

The money referred to had been put into circulation by the Spanish Government at the close of the year 1895 and beginning of 1896, in accordance with royal order of December 5, 1895, and February 27, 1896. At that time the principal currency of the islands was the

Mexican peso and fractions thereof. The exchange then made fixed arbitrarily the ratio of value of the Mexican peso to the new Porto Rican peso at 95 of the former to 100 of the latter, and at this ratio the change was effected.

The new coins were of exactly the same weight and fineness as the Spanish peso, and each Porto Rican piece bore exactly the same mint marks as the money of Spain, except that the special coinage had the words Puerto Rico instead of España. As respects the weight of bullion contents, the Porto Rican was two-thousandths lighter than the Mexican.

The assigned reason for the change was the fact that whereas the then current peso was received by the Government at 95, and was legal tender elsewhere at 100 centavos, yet the Mexican dollars could be imported at a cost of from 50 to 60 centavos. The laws forbade this importation, but smugglers had no difficulty in evading or bribing the customs officers, and the island was flooded with smuggled money to its great detriment and loss. Petitions and appeals by the hundred went up to Madrid for relief, and the striking of a new coin, as stated above, was the remedy adopted. The history of the operations for effecting the change is interesting.

The Spanish Government borrowed from the Spanish bank in Madrid the bar silver required for minting the Porto Rican special money, and paid in interest for the loan 50,600 pesos.

In 1895 exchange tickets were struck off. These were simply receipts issued to holders of Mexican money by alcaldes and other agents of the Government, whose services were utilized in calling in the Mexican money. The printing of these exchange tickets and the commissions and gratuities allowed cost the island 34,400 pesos.

On the 28th of October, 1895, the Mexican coins were called in, the exchange tickets being given for temporary use until the special Porto Rican money should be received and distributed. Then the tickets were taken up and turned in.

The new coinage amounted to 9,360,000 pesos, but it appears that the amount needed was overestimated, for the total amount of silver actually put in circulation was 6,426,395 pesos, according to Dr. Coll y Toste, but Mr. Soler, the subdirector of the Spanish bank in San Juan, stated the amount at 6,576,000 pesos. The excess of Porto Rican coins over and above the amount put in circulation was shipped back to Spain, and is said to have been recoined into Spanish pesos.

The actual amount of this Spanish coin in circulation when the Secretary of the Treasury carried into effect the law of April 12, 1900, must have been very much less than the sum originally put out, for the Secretary states in his annual report for 1900 that at the time when the American exchange agents withdrew from the islands, August 20, 1900, they had been able to gain possession of only 5,470,704.97 pesos, including the Spanish copper coinage, of which Mr. Soler (above referred to) stated there was in circulation an estimated value of 45,000 pesos. The American exchange agents estimated the residue remaining on August 20 at 600,000 pesos, but the Secretary remarks that the firm of local bankers which had been engaged to complete the exchange reported but very small transactions, indicating that the residue of the local money was very greatly overestimated by the treasury agents.

Assuming that the aggregate amount of Porto Rican money received reached the sum of 5,750,000 pesos—a liberal estimate—the residue of

the original sum circulated would amount to nearly 1,000,000 pesos. Mr. Soler estimates that the returning Spanish soldiers and citizens carried back to Spain 700,000 pesos. Unless the Spanish Government should intervene and redeem this money it could have in Spain only the actual value of the bullion it contained. At all events it would seem that up to the summer of 1900 the money carried away by the returning troops had not found its way back to Porto Rico.

A very considerable number of local coins were worked up into bracelets, etc., and others were carried away as souvenirs. Probably some Porto Ricans hoarded the provincial pesos and have kept them hidden. Some also were lost or destroyed by fire. Whatever be the cause of disappearance, it is clear that somewhere near a million pesos that were put into circulation in 1895-96 were not presented for redemption. Nearly the whole of this amount must still be in existence.

The United States law of April 12, 1900, directed that on and after August 1, 1900, only American money should be legal tender in the island, so whatever Porto Rican money remains has value now only as bullion.

The Porto Rican peso has a relative value to the United States silver dollar of 93.5 to 100. As the bullion value of the American dollar in 1900 was about 46.5 cents gold, the Porto Rican is worth only about 43.5 cents gold. The United States paid for these coins in gold sixty one-hundredths of their face value. So the Government paid for the Porto Rican money nearly \$903,000 more than it was worth as bullion, and also met the cost of the exchange, which for salaries, etc., had reached \$12,409 in August, 1900.

It therefore appears that it has already cost the United States about \$915,000 to substitute our own for the local coinage in Porto Rico, and when the whole operation is completed the cost will probably reach \$1,000,000.

That the ultimate effect of the substitution will be beneficial in the island is incontestable, and its effects have already been advantageous to the commercial and capitalist class, for they had no difficulty or loss in conforming to the new conditions; but this was not the case with the poor, and especially with the breadwinners. The dense ignorance of 80 per cent of the inhabitants and their general helplessness was taken advantage of by the merchants, local bankers, and employers of labor. The poor peon who had a few pesos saved was given in exchange the United States dollars at the official rate. For 10 pesos he received \$6; but the merchant and tradesman with whom he spent his money would seek to put him off with as little codfish, rice, or rum as he would have gotten the day before for his pesos. In the same way the employer of labor who had been allowing wages of 50 centavos per day would only give 30 cents American, which money at first had little or no more purchasing power locally than the same number of centavos. It is true there were strikes and appeals to the authorities for justice, but effective help could not be applied by anyone in power. Some proprietors did make concessions, and about split the difference between the two moneys in fixing the wage rate. The field hand who had been getting 50 centavos, worth 30 cents gold, claimed 50 cents, and was allowed 40 cents gold as a compromise; but this was not an advance equal to the general increase in price of almost all necessities of life.

The sugar makers and tobacco manufacturers could afford to increase

wages, but the coffee growers not only could not make any increase, but they were all so greatly embarrassed and damaged by the loss of crops for the preceding two years that a great many had practically abandoned business. The wage rate for labor in the coffee fincas had not only not increased, but not more than half the hands accustomed to secure employment could get it at any wage rate. The change of currency has worked an injury to the coffee laborers, for it has only caused confusion and hard feeling between proprietor and laborer and merchant.

The United States agents for the exchange were but two in number, and having but three months in which to complete the work they could only occupy a few points, those selected being the principal commercial centers. To get the local money from the interior to these points was not easy, and the expense for transportation was considerable. This, of course, fell on the inhabitants. The peon who was so fortunate as to be the possessor of a few pesos was illiberally dealt with by the merchants or others who collected the money. False reports were circulated, and some were made to believe that if they did not turn in their pesos immediately they would soon be valueless.

More time should have been allowed and an agent ought to have been sent to every town or considerable village, whose duty it would have been to see that none was deceived. Or it would have been still better if the legislation had provided for a gradual withdrawal, say 500,000 pesos a month, so that the whole operation would have covered a year. The local legal-tender quality of the provincial money could then have been preserved for several months and time been given for conforming to the change without straining or friction. If the treasurer of the island had been authorized to require part or all taxes to be paid in pesos at the established rate the government would have had no difficulty in securing possession of the entire supply of pesos in a few months.

CHAPTER XVII.

CHURCH REVENUES AND PROPERTY.

Almost immediately after the return of Columbus from his first voyage appeal was made to the Pope of Rome to arbitrate a contention between the Spaniards and the Portuguese as to the rights of each to the new lands then being discovered in the Eastern and Western hemispheres, for both of these powers conceded the right of His Holiness to dispose of the newly discovered heathen wilds. By a bull of Alexander VI of the 4th of May, 1493 (some historians say 1494), the Western Hemisphere was given to Spain, and the first meridian from which the circumference was to be measured was fixed at first at the Cape Verde Islands, and a little later a certain number of leagues west of this group.

Since the Pope was recognized by Spain as possessing the right and power to pass a title to continents and oceans, then called the Indies, his right and power to regulate and control the means for the religious propaganda was also not to be questioned. The Spanish King knew that he derived his power to rule "by the grace of God," while the

King and all good Catholics knew that the Pope was the vicegerent of God himself. According to the views of the Holy See, the discovery and conquest of the Indies was chiefly important because it made possible the conversion of the heathen.

It is not difficult to believe that the Spanish and Portuguese sovereigns regarded the opportunity for plunder which conquest gave as not an unimportant consideration, but nevertheless no expedition ever sailed from the home port or landed at its destination without the Papal benediction, for chaplains or friars accompanied every ship that sailed the seas and every column that disembarked or penetrated the interior, indeed, the cross and the banner of Spain were always displayed together in every camp or settlement and on every field of battle.

The meager records extant respecting Juan Ponce's first visit to Porto Rico do not give the name of the priest who accompanied him, but it is impossible to believe that the church did not see to it that her representative was present; nor do the annals tell of any churches built at Caparra, where Ponce established his first settlement; yet there is a record of the sending thither from Spain of holy ornaments and articles used in religious worship.

The first important record respecting the church in this island tells of the creation of the bishopric of St. John the Baptist, of the appointment of a bishop, of the personnel of the cathedral church, and their compensation. This was in 1511, three years after Ponce had begun the conquest, and three years before San Juan was chosen to be the capital. Alonso Manso was the first bishop of Porto Rico, as he was also the first inquisitor-general of the Holy Inquisition for the Indies.

As in biblical times, so in the first years of Spanish conquest of the Western Hemisphere, the clergy of the church were supported with the proceeds of certain taxes called tithes and first fruits. This had been so from time immemorial, and the people, raising no objection to the call, paid the taxes directly to the priests, who, in respect of all spiritual matters, appear to have been wholly or largely under Papal control. The sovereign appears to have been illy satisfied with this state of affairs, which taxed his subjects to the full limit of their ability, and so nothing remained for the royal coffers. The Spanish sovereigns, Ferdinand and Isabella, appealed to His Holiness for relief, and this was finally accorded.

It would appear from the bull of Pope Alexander that there was no condition attached to the Papal concession which transferred to the Crown all and every right or privilege the Pope possessed to the diezmos (tithes) and primicias (first fruits), except that their majesties and successors were to see to it that the Holy Church and religion generally were supported and fostered from the royal treasury, the King's agents to collect the diezmos and primicias. The date of this Papal concession is 1501.

Coincident as to time with the founding of the cathedral church of San Juan and naming of the first bishop, the Spanish sovereign had formally transferred to the bishop, for himself and clergy, the right to the tithes, etc., with which the Crown had been endowed by His Holiness, except that Her Majesty reserved for herself and successors one-ninth of the proceeds of the diezmos; all the rest was to go to holy church, the clergy, and the hospitals, on this basis of apportionment: To the bishop, nine parts; to the dean and chapter, nine parts; to Her

Majesty, four parts; to the parishes, eight parts; to the cathedral edifice, three parts; to the hospitals, three parts; the whole being thirty-six parts.

Bishop Manso, who had been named for this episcopal see, has left a record of efficiency, but his field of duties not only included the island of San Juan Bautista, as Porto Rico was then called, but embraced also all the lesser Spanish Antilles and all the northern watershed of the Amazon, together with the valley of the Orinoco and the coast of terra firma from the mouth of the Amazon to Maracaibo; but the first bishop had one added dignity which no other in the New World possessed. He was named by the Spanish sovereign as the inquisitor-general de las Indias.

Bishop Manso established the *santo oficio* in San Juan, some historians say in the Santo Domingo Monastery, where the supreme court now sits, while others place it in a building just in front of the cathedral. Juan Bautista Muños, Spanish historian and collector of unpublished documents, has brought to light and printed many of the original archives that tell a tale of horror respecting the operations and administration of the Spanish inquisitor in San Juan.

The first statement extant of church finances is that presented to the King by the governor, Esteban Bravo, for the year 1758. At that time the tithes, etc., collected by the church under the authority cited amounted to 3,972 pesos annually, which included the part set aside for Her Majesty. The bishop's share of the tithes was a little less than 870 pesos. According to Ledrú, who wrote in 1798, the diezmos amounted to 16,200 pesos in 1765.

In 1778 the proceeds of collections of church revenues, tithes, and first fruits are stated by Iñigo Abbad as amounting to 195,000 pesos, while ten years later Pedro Ledrú places the amount at 47,683. Abbad had long resided in the island, held an important official relation to the government, and was himself a clerical, while Ledrú was but a casual visitor, ten years after Abbad had written; besides, this author, in a note to his own tables, questions his own figures, and casts a doubt upon any fiscal statistics obtainable in the islands.

For 1819 Córdova states the permanent incomes of the island at 139,434 pesos, and says that these figures represent the tax that was imposed in 1815 in lieu of the diezmos, but the amount of the latter is nowhere mentioned.

In 1815 the King assumed all expenses for the support of the church and clergy, and ordered the discontinuance of the tithes, but the primicias were still collected and appear in the budgets as late as 1865. In a memorial addressed to the governor-general in 1830 Pedro Tomas de Córdova, who had been secretary to the governor for many years, stated that for the ten years 1805-1814 the diezmos averaged 59,909 pesos, and the primicias 7,814 pesos; while during the same time the treasury paid to the clergy directly the average per year of 12,878 pesos, making a total income for the clergy from these sources of 60,602 pesos. Córdova further states that in 1838 there were 56 parishes whose priests received an average of 300 pesos per annum from the municipalities, and about 200 more in the form of surplice fees, thus making 500 pesos per year, and the total for the parish priests is increased to 28,000 pesos. Then came the sextons, who were paid 30 pesos annually, making 1,680 more.

The totals then are:

	Pesos.
For the cathedral, clergy, and general expenses borne by the insular treasury ..	60, 602
For the parish priests	28, 000
For the sextons	1, 680
Total	90, 282

To this amount must be added the cost of the church building and repairs. It is evident that the total expense for public worship in 1838 must have reached or exceeded 100,000 pesos.

The only budget for any time between 1819 and 1865 that has been found was for the year 1850, the original of which is in the collection of Dr. Coll y Toste, of San Juan. It does not state the income, tithes, or fruits; indeed, there is no credit taken in the income side of the presentation, save 3,822.71 pesos as derived from property taken from the monasteries; 5,341.68 from sale of indulgences; 828 from the tax in favor of religion, on wills, and inheritances; 2,300 charged as a tax on the salaries of priests, and 1,129.85 for sale of an extinguished canonship. On the expenditure side are found:

	Pesos.
Expense on account of bulls (papal indulgences)	3, 968. 66
Bishop's salary	8, 000. 00
Salary of dean	375. 00
Salary of archdeacon	325. 00
Salary of preceptor	325. 00
Salary of three canons	750. 00
Salary of three prebendaries	375. 00
Donation from Her Majesty for parishes	8, 338. 53
Salary of sexton	75. 00
Salary of the choir leader	300. 00
Pay of 5 musicians in processions	528. 00
Priest, San German	183. 82
Sexton, San German	91. 91
Construction of cathedral	3, 486. 50
Construction of church at San German	534. 50
For special masses for the reigning family in Spain	61. 25
Masses for the patron saint of Spain	14. 00
Masses for the Virgin, etc.	26. 25
For sermons delivered	30. 00
For wax candles and palms	84. 00
For support of the survivors of the extinguished monasteries	1, 206. 00
Total	29, 078. 42

The next most important disposition is the royal decree of April 20, 1858, wherein the Queen ordered that thereafter all special taxes of every name and nature, imposed and collected for or by the clergy, be abolished; indeed, the abolition of all fees previously enjoyed by the clergy for baptisms, marriages, and burials were discontinued and the priests were forbidden to collect them.

The first budget found of date subsequent to 1858 wherein the church is provided for on the new basis is that for the fiscal year 1865-66. In this the allowances for public worship appear under the following heads:

	Pesos.
Personnel of the cathedral	89, 200
Material for the cathedral	6, 000
Personnel for the parishes	180, 180
Material for the parishes	33, 300
Expenses respecting sale of papal indulgences and miscellaneous	5, 778
Total	314, 458

While on the income side of the budget for this year appear the following items, representing taxes imposed to provide a support for the church, clergy, and religious objects:

	Pesos.
Taxes imposed for the support of religion	210,000
Primicias	30,500
Papal indulgences sold	13,000
Income from the property formerly belonging to the monasteries that had been confiscated	6,000
Taxes on wills (for religion)	1,200
Total	260,700
Deficit	53,758

The project of expenditure (1858), involving a charge against the public funds of over 314,000 pesos annually, was evidently more ambitious and burdensome than the island could sustain, for we find that the budgets of 1897-98 and 1898-99 carry an outlay of less than 200,000 pesos, while the expected income from religious revenues are named in two or three insignificant items. The sale of bulls (indulgences) had fallen off to 1,200 pesos, while the proceeds of the property of the friars was expected to yield but 1,100 for censos and 100 pesos as a tax on the pay of priests.

The expenses are thus classified:

	Pesos.
Ecclesiastical court	4,335
Cathedral clergy	42,400
Parish clergy	124,940
Repairs and maintenance of church edifices:	
The cathedral	3,000
The parish churches	19,650
On account of preparation and sale of papal bulls	620
The church seminary	3,000
Total	197,945

It is known, however, that the priests, with consent or without it, resumed the practice of making a charge to their parishioners for baptisms, marriages, and burials; also, they were accustomed to receive contributions in some form for what were called surplice fees and candles.

The municipalities in some instances contributed toward the building and repair of churches, so that while the general budget showed an expenditure of less than 200,000 pesos, yet it is almost certain that some other form of support existed, either voluntary or otherwise.

In September, 1900, the value of the capital upon which annual censos (quitrents) were paid was about \$25,505.04.

This represented what remained unredeemed of the censos owned by the religious orders at the time of their extinguishment in 1838. No record has been found to show what was the value in 1838 of the properties the Franciscan and Dominican orders possessed. As late as 1849 two of the Dominicans and three of the Franciscans still survived, and were supported by the island treasury. The last survivor died about 1860.

Besides the censos appropriated by the Spanish Crown, the most important properties taken over were the buildings belonging to the two orders. The grounds were large and the buildings adequate to their needs, and the land taken is now of considerable value. At the present time one of these properties is occupied and used by the

supreme court of Porto Rico and by the district court of San Juan. The other is a storehouse appropriated to military use by the War Department. The Spanish authorities in Porto Rico occupied and used both buildings as barracks for the troops, although under authority of the King both properties could have been sold and the proceeds covered into the treasury.

It is stated that the bishop of Porto Rico demands the return of both these properties to himself, as representing the church, and claims the right to hold or dispose of them for the benefit of the Catholic Church in Porto Rico. The bishop has also demanded that the title of all church edifices and the lands pertaining thereto, as well as the parsonages, be registered in the name of the church as its properties in fee simple, and those claims seem to have a certain legal or equitable basis.

Before 1501 the right of the Catholic Church in all Catholic countries to a support in the form of tithes, first fruits, and altar fees was universally recognized. In the year cited the Pope, responding to the request of the King and Queen of Spain, transferred and conveyed to those sovereigns for all countries in America then discovered and that might thereafter be discovered and christianized the right to those ancient church revenues, but the Spanish monarchs then assumed the obligation to make good the loss to the church by undertaking the support of religion and the clergy from the royal treasury.

The King made the bishop of Porto Rico and his successors his agents for collecting and applying those revenues collected under the papal grant, taking care, however, to set aside one-ninth of the revenues for himself.

This arrangement continued for over three hundred years. When it was changed in 1815, the King's treasury agents became the collectors of the tithes, the name of which was changed, and the mode of collection was different, but a certain part of those rights and benefices bestowed by the Pope continued to inure directly to the clergy until 1858. Then the King diverted the diezmos to the royal treasury and assumed the whole charge of the outlay for religious worship.

It is claimed by the church authorities that at no time between 1501 and 1898 could the Spanish King have neglected or refused to provide support for the clergy without violating the solemn agreement made and ratified by Ferdinand and Isabella in the first year of the sixteenth century with Pope Alexander VI.

The cathedral seminary and episcopal palace, also all the parish churches and parsonages, have been founded and established under royal approbation, but have been paid for with funds derived from taxation, which only became possible under the concordat with Pope Alexander. Therefore it is urged that now when a government that has no established church succeeds to one that held the religious property in trust for all her people the authorities of the state newly sovereign in Porto Rico are bound to transfer title to and place in possession of the representatives of the church in that island the institutions and properties which have been created by and through those representatives and their predecessors.

It would seem that the position taken is logical and sound, unless the people of Porto Rico, acting through their legal representatives, should object.

In a few towns there exists objection to such investiture of title to

the church property, and those who oppose base their action on the claim that their parish church and parsonage were partially or wholly paid for by the people of the municipality, and that the title therefore should be in the municipality and not in the bishop. Issues of this character, if raised, can be settled only by the courts.

As respects the censos, and the property now in possession of the United States and Porto Rico, which were formerly in possession of the religious orders, since extinguished, the case seems to be different. These orders were established by royal decree, and not through pontifical action or patronage, and their revenues as communities were not derived from diezmos, primicias, and la estolas, but instead came generally by bequest and industrial accumulation. These same orders were abolished by the Spanish Crown throughout all Spanish countries, except the Philippines, because they were rapidly acquiring and owning the most valuable lands and properties in the Kingdom. In the Spanish Peninsula the religious holdings were said to be one-third of all the property and all was free from taxation. The ministry of Spain regarded such a condition as a great danger to the prosperity of the people and safety of the Kingdom, and as a matter of national policy and measure of protection of the Crown itself the religious orders were suppressed and their property appropriated by the State.

There does not exist any legal basis for the church claim that the censos and the old monastic lands and edifices be restored to the church. If any reasonable argument can be made, it must be one grounded on equity.

The question of disposal of church property in Porto Rico and the Philippines is a burning one, and the above remarks are made in the hope that they may in some degree elucidate the question and issues that must be met.

CHAPTER XVIII.

AGRICULTURE.

The superficies of Porto Rico has never been accurately determined, but it is usually stated at 3,668 square miles, the equivalent of 2,347,520 acres; but the Spaniards stated the area, together with that of the adjacent islands and keys, at 2,091,181 cuerdas,^a equal to 2,038,901 acres. The area reported by Spanish statistics as under cultivation in 1897 was 298,825 cuerdas, while in pastures they gave over 1,000,000, the rest being barren gorges, declivities of high mountains, sandy coastal margins, and swamps.

The above is taken from the latest statistics available, the Spanish census returns for 1897. From the same source it is also learned that there were over 60,000 separate agricultural properties, owned by about 50,000 individuals. These returned their own property for taxation purposes, and the aggregate value of their agricultural holdings is stated at 49,094,590 pesos.

In cities and towns the properties were returned by owners as worth 28,867,928 pesos, making the aggregate returned valuation of the real estate of the island 77,962,518 pesos, while the live stock was reported

^aThe comparative areas of the acre and cuerda are as 1,008 to 1,000.

at 8,366,515 pesos. It is well known that the appraisements usually made by owners for taxation purposes state values at not more than one-half or one-third of the real worth of the properties, the Porto Ricans following in this respect a practice common to almost all countries.

It is clear that the real value of the land and improvements is at least \$100,000,000 gold. Quite two-thirds, and probably three-fourths, of this property is agricultural in character, for all the wealth of the island depends on land culture.

Porto Rico, like nearly all other tropical lands, yields a great many native fruits, grains, and vegetables adapted to human sustenance, many of them of quick growth; therefore the mass of the population can obtain means of alimentation with little effort, a condition which encourages idleness and thriftlessness. Quotations from Abbad, O'Reilly, and Flinter have been given in which are graphic descriptions of these conditions.

During the sixteenth, seventeenth, and eighteenth centuries there was little stimulus to industrial effort. Previous to 1778 the title to all land was in the Crown, the use of the large tracts having been granted to the early settlers, who were persons of power and influence. As immigrants arrived they were unable to secure holdings and became protégés or dependents of the great landlords. This class appears in the early census returns under the name of *agregadas*. These people, who in the United States could be properly styled landless squatters, constituted a considerable part of the population. Under these conditions a sort of peonage grew up, for the poor soon became debtors of the proprietors and were held to labor until the debt was paid. Indeed, in some parts of Spanish America the legal status of this servitude was so recognized and enforced that the child inherited the debts of the parent and was also held to work out the parental indebtedness. It was not difficult for the proprietors to keep the peon in debt, and so a sort of slavery resulted, of which vestiges exist to this day in fact, although the practices are not recognized by law. As but a very small proportion of the negroes and their descendants ever raised themselves above the laboring class, it results that perhaps two-thirds or three-fourths of the inhabitants of Porto Rico are still of the laborer or servant class.

The Spanish statistical returns for 1897 clearly prove this. The 50,000 agricultural proprietors, heads of families, include probably a quarter of a million inhabitants. The urban proprietors may number, say, 12,000 men, and their families, together with the families of the farmers and those of the few professional men who own no land, duly account for one-third of all the inhabitants. It is a conservative estimate to place the laboring class at quite 600,000 souls, who do not own a rood of land or possess property of any kind, except a miserable cabin or thatched hut and a few insignificant articles of household goods.

These compose the class known to-day as *jibaros* or peons. Under favorable industrial conditions such a situation might not be altogether bad. If the old landlords had cultivated their estates, all this labor would have been employed, to the profit of the employer and also of the laborer; but the desired conditions did not exist, the idle greatly outnumbering those who were employed at any wage rate. Present employers of labor say that a very large portion of the hands can not be relied upon for constant faithful service. The simple needs of the

jibaro and his family are so few and so easily supplied that the proceeds of remunerated labor are not indispensable, and a mere existence seems to be about all they require or desire. A week's work yields the field hand a dollar or two, and with the native fruits and roots that everywhere abound, the earnings of one week suffice for two or three weeks' existence in idleness and contentment. Some planters have in a measure overcome this by conceding to the men who work continuously an increased compensation over those who do not, and so they give a substantial bonus to those who render a faithful uninterrupted service.

There is only one tropical country where manual labor is remunerated at rates approaching those common in the United States. In the Hawaiian Islands field hands on sugar plantations are paid about double as much as hands on such estates secure elsewhere—this for the reason, first, that the making of cane sugar is very much more profitable in the Sandwich Islands than anywhere else in the world, and second, because the local supply of labor is inadequate. The average rate for employees on sugar estates in Porto Rico before the cession was about 50 centavos per day—a little more or less, according to the character of the work. Carpenters and blacksmiths received about 75 centavos daily. On the coffee estates common laborers received about 30 centavos per day. Women are not employed in the cane fields, but they are accustomed to work in the coffee groves.

With the advent of the Americans came an increase in the cost of some commodities essential to the existence of all. The army quartermasters were employers of labor, and higher wages than before prevailed were allowed. The necessities of the case and the precedent set by army officials, and the injudicious statements of some public men, encouraged all laborers to expect better remuneration than formerly. Another potent cause for increasing their compensation was the fact that in pursuance of the act of Congress of April 12, 1900, the provincial money of Porto Rico was retired and American currency took its place. The fixed rate of exchange of the one for the other was 100 of the local money for 60 of the American. The employers wished to scale down the wages of labor in the same ratio, but this was resisted. The poor jibaro saw no difference between one silver dollar and another, whatever the stamp borne by the piece; while the shopkeepers wished to charge for their commodities the same prices in American that they were formerly accustomed to receive in Spanish coin. Some friction and much complaint resulted. The sugar planters—or some of them—established a compromise rate, which finally prevailed to a considerable extent. The field hand who had been paid 50 centavos, equal to 30 cents American, was paid 40 cents gold, and other rates were adjusted on the same basis. The shopkeepers gradually conformed to this arrangement, and thus an adjustment was reached.

The coffee industry was so prostrate after August, 1899, that but few hands were employed at all, and the old rates continued generally to prevail. The government employed a large force upon the road work which was instituted as a measure of hurricane relief. The contractors for this work paid about 40 cents gold per day to their workmen, and this precedent served to establish a standard. The long-shoremen, encouraged by labor agitators, made extravagant demands which could not be conceded. Some strikes resulted and the discharging and loading of vessels were impeded; but no serious trouble

ensued, save in one instance in 1900, when two men were killed. The troops quickly ended this disturbance.

Inhabiting the neighboring West India Islands are some three or four million negroes or half-breeds, the descendants of the liberated slaves. The wage rates prevailing in those islands are very much lower than those that ruled in Porto Rico, and, but for the strict application of the contract-labor and immigration laws of the United States, the island would be inundated by emigrants from abroad. There are a few thousand foreign negroes already in Porto Rico, and the trouble with the longshoremen grew out of the interference by the natives with these outsiders. It would be a great misfortune if this horde of blacks from the English, French, Dutch, and Danish West Indian Islands were permitted to come to Porto Rico, where the density of population is already 264 to the square mile, equal to that of some of the more populous States of the American Union.

It has been shown that the laboring class reaches quite 600,000, and it is certain that away from the coastal plains, where are the sugar estates, the supply of labor greatly exceeds the demand. Recently the Sugar Growers' Association of Hawaii has set on foot a movement to secure in Porto Rico laborers for their estates, and several thousands have already been transported under contracts for service in the Hawaiian group. The terms of the contracts are fair, indeed, liberal, and if the experiment proves successful an outlet will be found for the idle labor of Porto Rico. This is a movement which ought to be encouraged. The emigrants receive free transportation and medical attendance and are guaranteed school advantages for their children equal to those enjoyed by the natives of Hawaii.

The four leading industries of Porto Rico are dependent upon agriculture. In order of importance they are coffee, sugar, tobacco, and cattle. Of each of these commodities there are large annual exports, and the wealth of the island is dependent upon them solely. There are a few manufactures, but the aggregate is small. Cigars and cigarettes made by native workers from the native leaf are of greater value than all other manufactures combined. Match sticks, chemicals, and boxes are imported, and matches are turned out sufficient in quantity to nearly supply the local demand. Native carts are made; carriage materials are imported, assembled, and completed carriages produced in small numbers. There are no tanneries, but imported leather is worked into shoes for local wear in quantity equal, perhaps, to half the needs. The hats of the poorer classes are made from native materials, but few are exported, except as curiosities. The fiber of the yarey palm is used for this purpose, and some of the native hats are very beautiful; and good hammocks are also made. The saddles used on the native horses are of local production. There are no furniture manufactories. In each town or village there are one or more ovens for bread, and all bread consumed is made in these establishments, domestic bread making being unknown. From the fruit guayaba a delicious conserve is made, but all of it is consumed in the island. Of native fruits there are those common to the Tropics—oranges, lemons, limes, pineapples, bananas, plantains, cocoanuts, and alligator pears; but the exports of these are insignificant, though the capacity of the island to produce them in quantities is very great.

The first Porto Rican exports besides gold were dyewoods, ginger, and indigo, and after the imported neat cattle had multiplied hides

were sent home; but the trade in these commodities was very small. In 1765 O'Reilly mentions that ten years before only two vessels traded to Porto Rico, returning with sugar, and Córdova states that in 1761 but four vessels came to the island from Spain. They brought goods to the value of 10,000 pesos and returned with hides and sugar.

Sugar cane was introduced from Santo Domingo in the year 1515, a variety that is still called Creole cane; but the one now most generally cultivated was introduced from Otaheite, where it was discovered by the French in 1606. The first sugar factory erected was near Bayamon, in the year 1548. The motive power for grinding was water and animals. Previously only molasses had been manufactured. Two years earlier the Government loaned 6,000 pesos for establishing sugar mills. In 1549 another mill was established through royal aid in the shape of money advanced. In 1581 there were eleven trapiches or cane-grinding establishments, all but two being moved by oxen. They produced yearly 375,000 pounds of sugar. In 1602 the number of mills was reduced to eight and the output to 75,000 pounds, for at that time ginger was a more profitable crop, this plant being indigenous. The annual output of ginger at this period reached 375,000 pounds. In 1615 all the existing sugar mills were destroyed by a hurricane. In 1620 four new mills were started. In 1624 some 20,000 pounds of sugar were donated to the King. By 1624 the number of trapiches was seven. Count O'Reilly states in detail the production from five of the principal towns of the island for the five years preceding 1765. The aggregate value was 117,376 pesos, or 23,475 pesos yearly, and cattle and hides were more than one-third of the whole; of native dyewoods there was over one-fourth; tobacco represented more than one-fifth, while of cane products there was exported in the five years but the value of 200 pesos. The same author gives the total number of all kinds of cattle in Porto Rico in 1765 at 121,935.

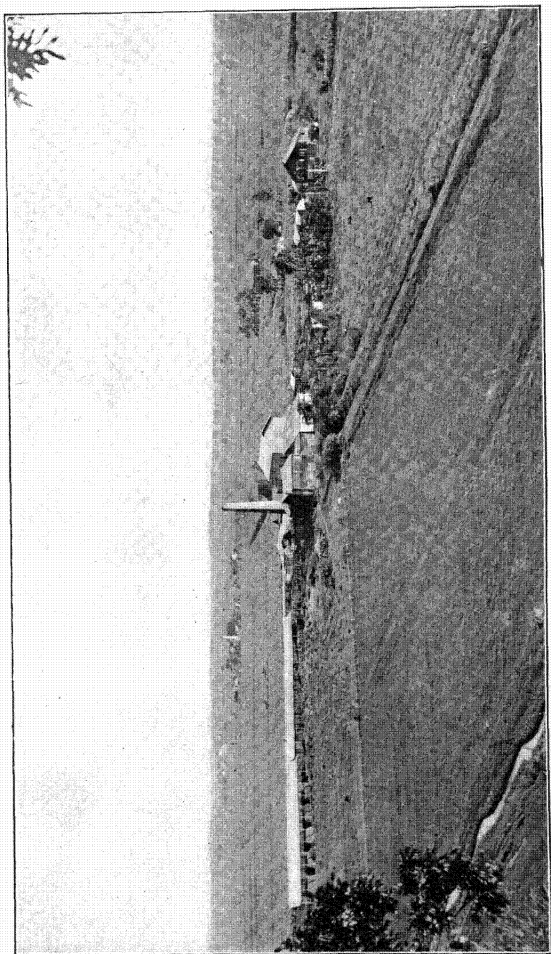
Abbad states the number of cattle in 1776 as 151,153 and the agricultural products (not exports) as follows, in pounds: Sugar, 273,725; cotton, 111,875; coffee, 1,126,225; rice, 2,009,650; corn, 1,550,600; tobacco, 701,750, and molasses, 78,884 jars. Ginger and indigo, formerly important, were not mentioned.

In 1778 ownership in fee simple of the land was recognized by the King, the areas granted being the same as those previously possessed by individual landlords. Upon each cuerda in farms 16 cents was annually paid as a tax, and upon each cuerda used as a pasture 9 cents tax was paid, the proceeds going to support an insular militia. Immigration was encouraged.

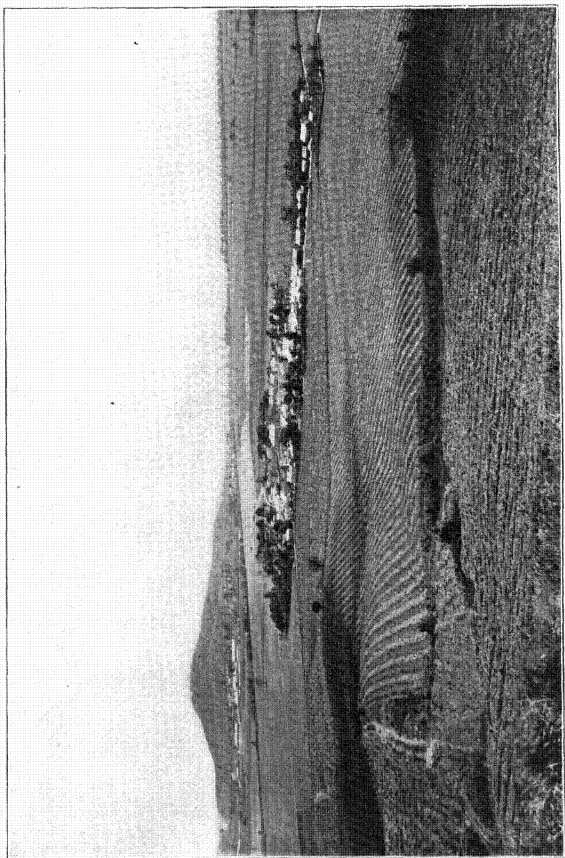
In 1811 the practice of granting exclusive privileges for sale of meat was discontinued and the meat trade was made free, a measure which removed a great burden and stimulated the cattle industry.

SUGAR.

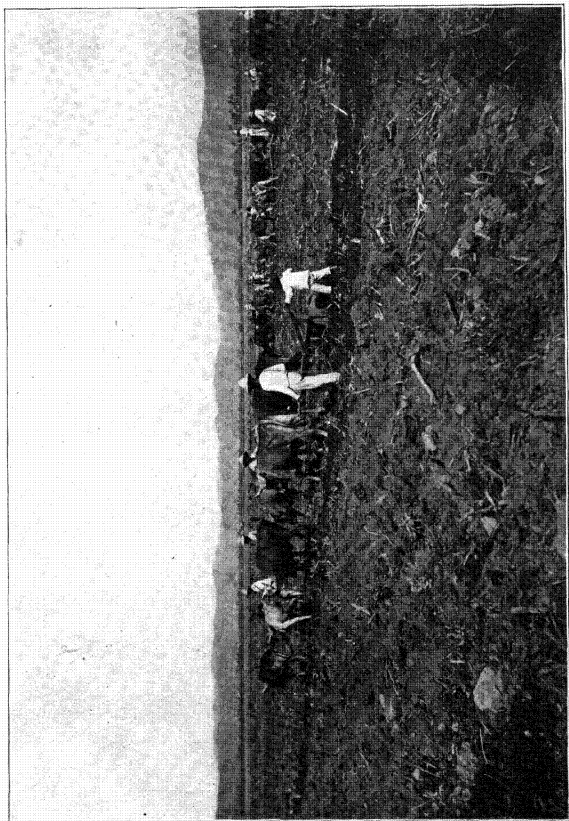
In 1792 a new and better variety of sugar cane was brought to Porto Rico, and the cultivation of cane and the manufacture of sugar was greatly increased, and soon after steam mills for grinding cane were introduced with advantage. In 1803 the island produced 263,200 pounds; in 1810, 3,796,900 pounds, while in 1828 the exports of cane products were 18,782,675 pounds of sugar, 3,401 hogsheads of molasses,



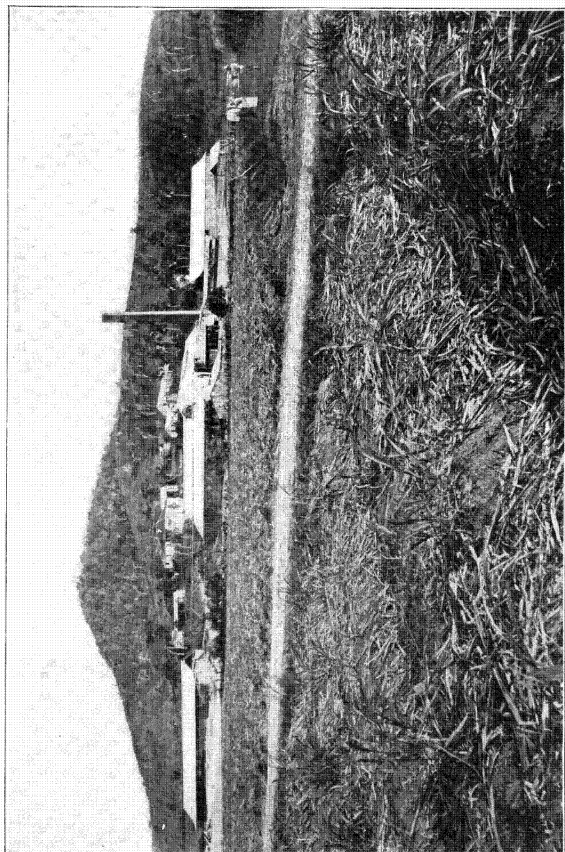
SUGAR PLANTATION IN ARECIBO.



CANE FIELD.



PLOWING CANE FIELDS.



CANE FIELD AND MILL.

and 437 hogsheads of rum. In 1833 Colonel Flinter gave the sugar yield per acre at 3,000 pounds, which, he says, was more than double the harvest in the British West Indies.

The growth of the sugar business is indicated by the following statement of exports, taken from the custom-house returns, as published in the *Balanza Mercantile*:

Year.	Sugar.	Molasses.	Rum.
	<i>Pounds.</i>	<i>Hogsheads.</i>	<i>Hogsheads.</i>
1830.....	34,016,375	4,235	874
1840.....	81,793,693	27,573	1,100
1850.....	112,129,432	44,593	572
1860.....	116,015,181	43,475	1,254
1870.....	191,649,670	.....	.....
1880.....	221,242,894	.....	.....
1890.....	128,021,909	.....	.....
1897.....	126,827,472	.....	.....

January, 1898, to August 1, 1898, no data.

The largest export reported in any year was in 1879, when it reached 340,647,036 pounds, or 170,323 short tons.

Respecting the ruling price of sugar, it is noted that in 1850 the unit was 3.2 cents per pound; in 1860 it was 3 cents and the same in 1870; in 1878 it reached the highest reported, or 4.5 cents; in 1880 it had fallen to 1.36 cents, but in 1890 its value had risen again and was nearly 3 cents.

The entire quantity of cane products exported during the period of military government from date of occupation in 1898 to May 1, 1900, was 153,138,132 pounds, valued at 2½ cents per pound, gold.

One of the most important industries dependent on sugar cane is the manufacture of rum. In 1898 there were reported 198 distilleries, yielding an annual product of 1,615,075 gallons. There were 28 places where bay rum was made, giving an output of 15,143 gallons. The distilleries are nearly all combined with the sugar mills, the raw material treated consisting principally of by-products of sugar making, i. e., molasses and the skimmings of the sugar vats or pans. In 1899 the United States census showed 205 distilleries and 345 sugar mills.

Bay rum is a carefully distilled cane product of low alcoholic proof, containing a small amount of the essence of bay leaves extracted from a native shrub known locally as *malagueta*. The export of bay rum in 1898 reached nearly 13,000 gallons. At the present ruling price of sugar, this rum can not be profitably exported in competition with St. Thomas and other neighboring islands where sugar and molasses are sold at about two-thirds the price those commodities command in Porto Rico. Another disadvantage this island labors under is the comparatively high cost of her labor as compared with the rate prevailing in other West India sugar countries. In Trinidad, Barbados, and British Guiana the most effective and reliable labor is performed by Indian coolies who are imported under five-year contracts, their labor costing one-third less than the ruling rates on Porto Rican sugar estates; yet these three British colonies have more than a half million of negro population. The British sugar proprietors say that negro laborers can not be relied upon; so drafts are sent to India for workmen under regulations which require the importers to pay the passage both ways and to furnish good hospital accommodations for the sick

during their stay. The negroes object to this influx of foreign labor and take revenge occasionally by burning the cane fields and the mills. It has been reported that the negroes are radically opposed to the holding of lands in large estates, and that they wish to prevent absolutely the production of sugar in the large central factories. This they appear to have succeeded in doing in Jamaica, where the sugar output is but a small part of what it was a hundred years ago. The thought of the negroes seems to be to drive out capitalized effort, so that the land may relapse into a jungle dotted with negro huts, the denizens subsisting upon the native fruits, etc. In other words, they wish to see the islands revert to jungles such as their ancestors inhabited in Africa. These efforts have been successful in some of the West India Islands, the wealth of which has been very greatly reduced during the last fifty years, and the European owners of estates are constantly decreasing in numbers and wealth. To such an extent has this depression gone that several of the islands do now produce enough revenue for self-support, and the home treasuries of England, Holland, France, and Denmark are drawn upon for large sums with which to maintain their colonies. The industrial tendency throughout all the West India islands is certainly downward, and as wealth producers these garden spots of nature are generally more than worthless to their sovereign owners.

Mention has been made of the handicap to which Porto Rico is subjected by having to compete with the cheaper labor of other neighboring tropical countries, but this island now has an enormous advantage over them in the fact that her sugar, escaping United States duties, can find a market at a price quite one-third higher than the product of the competing countries, except Hawaii. The duty collected in United States ports for foreign sugars ranges from 1.68 cents per pound for centrifugal testing to 96°, to about 1.4 cents per pound for common brown muscovados.

The ruling price secured by the Porto Rican exporters for the crop of 1900 reached nearly 4 cents per pound gold on an average, while sugar from Cuba and other West India islands did not net to the producer more than about 2.5 cents.

The Porto Ricans fully appreciate their good fortune and are increasing the acreage in cane culture and bettering their mills and means of transportation. While the rainfall in some parts of the islands is adequate for cane farming it is not so in others, especially on the southern and western coastal lowlands, where the greater part of the most fertile land is situated. In these areas recourse has been had to some extent to running water for irrigation. But the waterworks have been rude and the streams often failed of a flow sufficient to irrigate more than a very limited area.

Since the American occupation attention has been directed to the practicability of securing water for irrigation by pumping from the substrata of the cane fields. Results most surprising and satisfactory have been secured by the American owners of the Aguirre plantation, in Salinas municipality, where it has been found that driven wells less than 60 feet deep yield, by pumping, abundance of water for irrigation, a system of some thirty of these wells supplying sufficient water in the dry season to nourish several hundred acres of very heavy cane growth. It has been estimated by qualified judges that the sugar output of Porto Rico may be easily increased to 300,000 tons per annum, worth \$25,000,000 at present prices.

Surrounding the whole island is a fringe of coastal plains of widths varying from a few hundred yards to 3 or 4 miles, the surface elevated but a few feet above sea level. In some of the river valleys these fertile cane lands extend back as far as 10 miles, and in one valley good cane land is found at a distance of 25 miles from the coast. When all these lands are brought under a high state of culture and are fertilized as are the cane fields of Louisiana, Hawaii, and some other countries, the commercial and industrial future of Porto Rico will be assured, even if no other crop should be produced for export.

According to the statistics supplied by the census of 1899, the number of cuerdas devoted to cane culture is 73,132, but the average to each plantation is but 31 cuerdas. The largest sugar crop produced for export during the last ten years was about 60,000 tons, or less than 1 ton per cuerda. All this land, under proper and realizable conditions, should produce quite 2 tons per acre, and some of it 3 or 4.

In Hawaii it has been found that generous fertilization of \$40 or \$50 per acre for fertilizers, together with irrigation, increases the yield from 1 ton to 5 or 6 tons of sugar per acre. Of course, the most improved machinery and methods are also necessary, and similar outlays will be indispensable in the West Indies. If the Porto Rican yield can be made to equal the Hawaiian, the 73,000 acres now devoted to sugar can be relied on to give a crop of 300,000 tons of sugar.

The yield of the Ewa plantation near Honolulu for the season of 1900 exceeded 10 tons of sugar per acre on over 2,000 acres.

It seems to be a certainty that Porto Rico will be able to supply a large part of the sugar required to be imported by the United States, and that the island has an assured future if she continues to enjoy the present advantage of a preference for her production measured by 85 per cent of the present United States tariff. This is to be removed in 1902 at latest.

While the areas devoted to cane culture reached a total of 61,000 cuerdas, as reported in 1899, the coffee lands are stated at 122,000 cuerdas, or twice as much. The census returns of 1899 give the cane culture at about 73,000 acres, while the coffee farms are assigned an extension of 197,000 cuerdas. Of course there must have been an error, but the latest returns are accepted as the better authority.

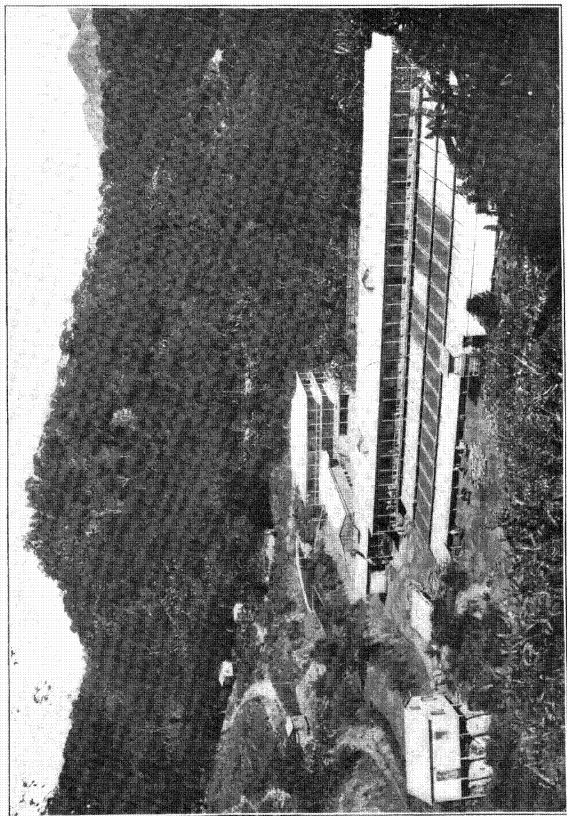
The coffee tree was introduced into Martinique in 1720, and probably found its way into Porto Rico not long after. It is recorded that the coffee trees were brought from Guadeloupe in 1763, but the berry must have been earlier cultivated, for O'Reilly reported an export of coffee in 1765 from five towns in the preceding five years as having the value of 3,464 pesos. In 1768 the King encouraged the cultivation of coffee by exempting its producers from the payment of any taxes for five years. And the next year 22 boxes were sent to the King with a report on the cultivation. In 1770 the production was reported to have reached 29,121 arrobas. In 1775 Abbad says that the exports of coffee in the husk (cascara) reached 45,049 arrobas, which is equal to 1,126,225 pounds. In 1833 Colonel Flinter wrote that the price had ruled as high as 25 and as low as 8 cents per pound.

An expert quoted in the report on the United States census of Porto Rico, 1899, is authority for the statement that the cost of raising and marketing coffee at the sea ports is from 6 to 7.20 cents gold per pound. Coffee raising is essentially a poor man's crop, for a small capital suffices, provided the cultivator can wait until his trees are

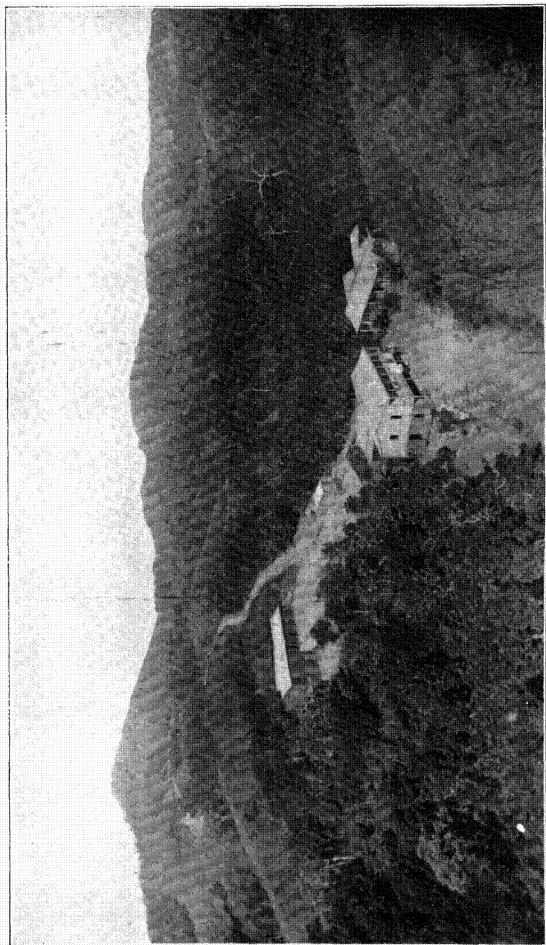
grown. One acre of suitable soil in mature bearing will yield anywhere from 200 to 1,200 pounds, while a fair average is 400 pounds, worth about \$50 gold. To produce this no tool or machine is needed save a machete, a mortar made out of a tree trunk, and a pestle. Of course it is more profitable to have a modern plant, but the Porto Rican who has 5 acres of coffee and 2 more in small food crops for himself and family is comparatively well off. He and his family will do all the work, and much time will be available for other labor for wages; but there are at least a hundred thousand heads of families in the island who are so poor that they can not wait five years—even a month—for means of existence. As a result the coffee business has gradually come under the control of those who have capital, and the poor and improvident are their laborers at whatever wage the proprietor allows. The United States census for 1899 gives the number of coffee plantations as 21,693, having the average size of 9 cuerdas. No better proof than this could be desired as to the fact that aggregated capital is but slightly concerned in the cultivation. In other words, coffee is the crop for the poor man or the small farmer, but the lot of the proprietors has not been at all a satisfactory one, for besides their improvidence and lack of foresight they have been sorely afflicted in other ways.

Until 1879 the prices of coffee in Porto Rico ruled at about 6 cents. For about a century there was very little fluctuation in the market value. The export varied from 2,600 to 13,000 tons, and was carried on largely by the French and Spanish emigrants from Haiti and Santo Domingo, which the insurrection and wars at the close of the former century drove out. At the present time many of the most prosperous Porto Rican coffee growers are descendants of the Haitian emigrants. The development of the industry had been slow, and while the price was low yet there was a living margin; but in 1877 occurred what proved to be a great misfortune for this island, and this resulted from the fact that almost at once the marketable price of coffee was very greatly increased, going by leaps and bounds to almost 30 cents the pound. The cause of this principally was the fact that about at this date the United States duty was removed. So eager were the growers to reap the golden harvest that usual care respecting quality was not exercised. Another difficulty arose from the depreciation of silver at about this time. Planters bought land that they could not pay for, giving notes secured by mortgages at ruinous rates of interest, but the prices were not maintained, and with it all came the Spanish war, followed by the robbery of the estates by the ladrones and their burning and abandonment. Cuba and Spain had previously been the market for the poorer grades, but the former market was lost altogether as the result of the war, and the latter was practically lost because Porto Rican products no longer enjoyed the old differential duty allowed on Spanish colonial products entered at the custom-house of the peninsula.

The better grades of Porto Rican coffee continued to go into Italy, France, and other European countries, where it was highly esteemed and fetched a price approximating that of the grades called Mocha and Java; but another misfortune befell Porto Rico in 1898-99, and that resulted from the tumble in the price of coffee all over the world. The Brazilian crop of 1898 was phenomenally large, and good grades of Santos and Rio were sold in New York, Hamburg, and Havre at



COFFEE ESTATE, SHOWING COFFEE-DRYING TRAYS, COFFEE TREES IN THE BACKGROUND.



COFFEE PLANTATION IN MAYAGUEZ.



less than 5 cents per pound. The price of all other grades responded to this reduction, and the best quality of Porto Rican sold in San Juan in 1899 for 10 cents per pound, whereas it had never before for many years gone below 15 cents gold; but the most grievous calamity ever suffered by the island came on August 8, 1899, the hurricane of St. Ciriaco.

The effect of this cyclone upon the most important insular industries is best illustrated by certain statistics and deductions therefrom which follow, and which show how important to the people and to the business of the island was and is the production of coffee. Its exportations were as stated below, according to the *Balanza Mercantil*, a San Juan publication:

Year.	Quantity.	Value.	Value in pounds.
	<i>Pounds.</i>	<i>Pesos.</i>	<i>Centavos.</i>
1828.....	11,160,950	.....	.....
1830.....	16,911,925	.....	.....
1836.....	5,277,250	.....	.....
1840.....	12,450,114	.....	.....
1850.....	11,783,684	707,021	6.0
1860.....	15,924,524	955,471	6.0
1870.....	17,416,762	1,045,005	6.0
1875.....	26,162,600	1,569,761	6.0
1880.....	48,032,299	3,077,304	6.4
1890.....	43,822,794	5,577,166	12.72
1897.....	51,710,997	12,222,599	23.63

For the exports from January 1, 1898, to August 1, 1898, no data.

From American occupation of the several ports to May 1, 1900, which was the whole period of military government, the exports of coffee reached 63,244,242 pounds, worth \$7,420,382 gold, or 11.73 cents gold, per pound. As respects the quantity of coffee exported in this period, it certainly includes the whole of the crop of 1899, and probably includes the larger part of the harvest of 1898, besides what may have been left over from 1897.

The crop of 1898, which was marketed in 1899, was stated by a local authority to have attained a volume of 64,872,124 pounds. What portion of this was shipped before the Americans took control has not been ascertained. It is known that the crop of 1899 was almost entirely destroyed, and that the magnitude of its export did not exceed the tenth of the normal quantity, or say 5,000,000 pounds, worth about \$600,000 gold. The crop of 1900, exported before March 1, 1901, reached a total of but 12,886,172 pounds, or about a fourth of the average tonnage for the last ten years of Spanish rule, and this sold for \$1,397,442, which is about 10.84 cents per pound. The crop now (September, 1901) being harvested may give for export at most 25,000,000 pounds; so it is not difficult to compute approximately the effect upon Porto Rican economies of the hurricane of St. Ciriaco.

The yield for 1897 gave for export very nearly 52,000,000 pounds, and sold for 23.63 centavos per pound, provincial money, or 14.18 cents gold. The average yield for five years, 1893-1897, was slightly over 50,000,000 pounds. Exports during the military government sold for 11.73 cents per pound, and the crop of 1901 brought 10.84 cents per pound, showing a downward tendency in price.

Placing a normal crop of coffee at 50,000,000 pounds, then the losses

to the island's best crop that certainly resulted from the calamity of August, 1899, takes a magnitude and shape about as follows:

Year.	Harvest.	Short.	Value per pound.	Loss.
	<i>Pounds.</i>	<i>Pounds.</i>	<i>Cents.</i>	
1899	5,000,000	45,000,000	11.73	\$5,278,500
1900	12,886,172	37,113,828	10.84	4,022,138
1901	25,000,000	25,000,000	10.00	2,500,000
Estimated total				11,800,638

* Shortage and price estimated.

The best coffee of the island has always commanded in southern Europe a price approximately double that at which Brazilian was sold. It is customary to clean it very thoroughly, and then to stain the berries with a pigment which gives them a pale-blue tint. This added to the value in the European markets and somewhat enhanced its cost. In the United States, which consumes more coffee per capita than any other country, the coffee of Porto Rico is unknown, and as it is very strong and has a peculiar flavor or aroma, it is not liked by our people. Consignments of specimen lots to New York commission houses made in 1899 remained a long time unsold and were finally brought back to the island for local consumption, after it was known that there would practically be no crop that year.

On the assumption that the island has and can put out yearly 50,000,000 pounds, and assuming 12 cents as the selling price, it is at once seen that the exports should bring to the island \$6,000,000 per annum. The years 1899, 1900, and 1901 have failed to realize hopes of such an output by almost \$12,000,000 in three years.

During the military régime the ratio borne by the coffee export to the whole was as 53.40 is to 100. Ordinarily in Spanish times this ratio was nearly 70 to 100, but the abnormally large exports of cattle to Cuba after the war lowered the ratio of coffee to the whole. As heretofore stated, coffee is a poor man's crop, and this is so the world over.

It is a production in which invested capital has no such interest as it has in cane. A modern sugar estate equipped with up-to-date machinery requires for a 10,000 ton output annually an investment of not less than \$1,500,000 for machinery alone. Such an output would sell in Porto Rico for about \$750,000, while 15,000 acres in coffee would ordinarily produce a crop of equal value, and the drying sheds, cleaning and polishing mills for such a quantity would not cost \$100,000; but the polishing mill is a modern invention and not indispensable, for none were known until recently. The cost of the labor required in raising, drying, cleaning, and marketing coffee, when the hands are paid from 15 to 30 centavos per day, does not fall below 6 or 7 cents gold per pound, and when it will fetch 10 cents the margin for the land and mill owner is from 4 to 3 cents. The Eva sugar plantation in Hawaii, which produced last year 22,000 tons of sugar, employed in all branches of labor 4,000 men, or one hand to 5½ tons of sugar, worth over \$400. To produce coffee of this value would require five or six hands, and this too where modern machinery was used.

The future of coffee in Porto Rico is not encouraging, and this

results from several causes, the first and most serious of which is the fact not to be disputed by anyone, that the berry can not be produced in competition with Brazil, Java, Mexico, Guatemala, Costa Rica, and Venezuela, where the prevailing wage rate is not more than 10 cents gold a day, and is not above 8 cents in some of these countries.

Before the Spanish exodus, labor in the coffee vegas cost from 10 to 15 cents gold per day, and gave to the proprietor but a very small margin of profit.

The Porto Rican trade in sugar will soon be doubled, tripled, or quadrupled and the laborers will be attracted from the mountains to the lower sugar land. So great is the present poverty and distress that all who can secure transportation are emigrating where the wages are higher, such as Cuba and Hawaii.

The proprietors of the coffee fincas will be forced to meet the general raise in wages or go out of business. No general advance in prices can be looked for, and it seems to be inevitable that the coffee output of this island will never again obtain its former magnitude, and perhaps not exceed the half. Again, the proprietors are without credit and can not justify an advance by the investor. Those who before the war, or since, have loaned money on coffee estates have usually had to take the properties in payment of their notes. Those who had hoped for so many benefits to flow from union with America have only disappointment to contemplate as respects better prices for coffee, a tropical produce that has long been imported into the United States without duties of any kind.

If a taste could be created, cultivated, and fostered in the United States that would insure for the Porto Rican berry the price now given for what is called Mocha and Java, the most of which is said to be grown in Brazil, then it may be that the proprietors in our West India possessions could afford to pay higher wages, but there are no signs of the existence of such a taste or preference, or a high price from any cause. The best for the Porto Rican coffee laborers that seems to be realizable in remunerative work is the cane field or emigration, for coffee seems to be doomed in this island just as it was in the Malay Peninsula, Ceylon, in Cuba, and the Philippines, while in Java the trees are being cut down and the land devoted to some more remunerative crop. These lands in Porto Rico which have been and are being abandoned have value only as pasturage or for the growing of mountain rice and minor fruits. The prospect is certainly most discouraging, for quite two-thirds of all the inhabitants were dependent upon this crop.

The hurricane is frequently designated as the cause of the great calamity, but the fact is it did nothing more than hasten the climax, which was already in sight before the first American soldier landed, to come about by the inevitable increase in the cost of labor, for wages above 15 cents a day means everywhere impossible coffee farming.

If this island should recover and again become a large coffee producer, it will be under industrial conditions quite different to those heretofore prevailing. Instead of twenty-odd thousand fincas and separate proprietors, there will be a consolidation of the business into the hands of a few who have the command of capital, and who can make use of the best machinery for cultivating, hulling, drying, cleaning, and polishing. These proprietors may be able in some degree to make up by these means, large holdings permitting some economy of

management, combined with the use of the best machinery and devices, for the increase bound to continue and grow in the wage rate. These large proprietors will be able to secure better prices for their output than can now this multitude of small growers, where the crop is pledged before it is grown, and secure loans and credits by the merchants who fix the price to be paid, and are in fact, if not in name, the real proprietors. It is quite true that the lot of the laborer will not be a happy one, for if he is really poor and unable to emigrate—compelled to accept whatever wages the proprietors offer—life will be horrible it is true, but such are the conditions to be expected everywhere in the Tropics where the population is dense. If there is not a general exodus from Porto Rico, an emigration that will reduce the population as that of Ireland has been reduced, then it is almost certain that by 1950 or earlier there will be 2,000,000 inhabitants in Porto Rico. The hope for Porto Rican coffee lies in this situation of overpopulation, a condition that leaves the soil owned by a few rich proprietors and the remainder serfs. As for markets, every means should be availed of by our Government to make the importation of this coffee to Italy, France, Spain, Austria, Germany, and England as free as possible, for in these countries the better grades are preferred to any other coffee.

TOBACCO.

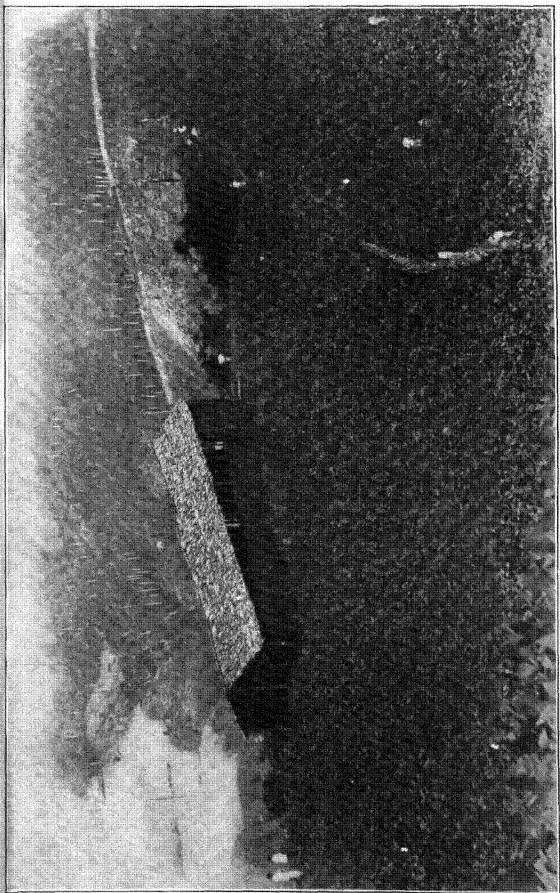
This plant is indigenous to the West Indies, and is found in the lower temperate and all tropical latitudes of North, Central, and South America. The word tobacco is of Carib origin, and is used to this day by the natives as synonymous with the word cigar. It is recorded that the use of this narcotic was depreciated by the Spanish authorities, and the Pope more than once pronounced excommunication against those who used it, while in 1608 a royal cedula forbade the cultivation of the plant.

In 1765 Count O'Reilly reported the production in five principal towns of 618,750 pounds in the preceding five years. In 1770 an authority cited by Coll y Tosti says the production reached 2,091,020 pounds. Abbad is the authority for the record of a crop for 1775 reaching 701,750 pounds.

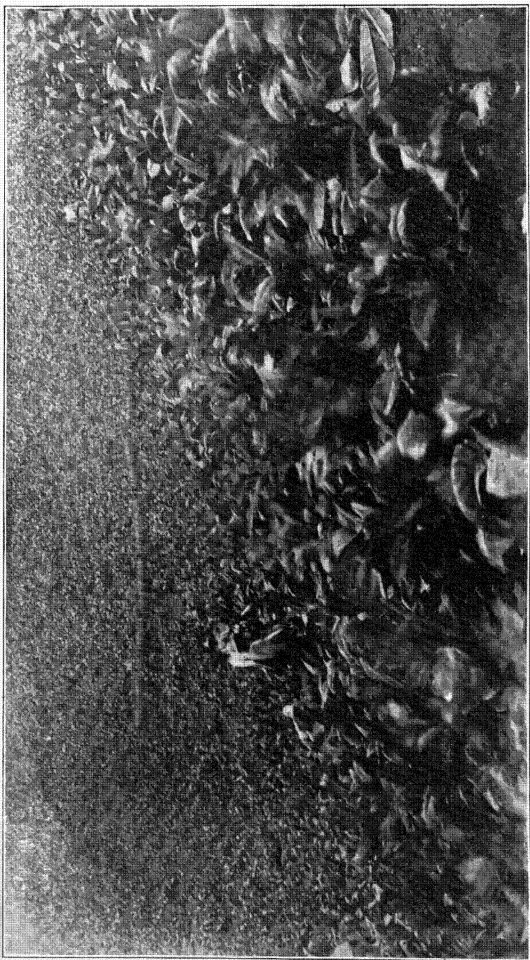
The statistical records of export for this production give the following:

Year.	Export.	Value per pound.
	<i>Pounds.</i>	<i>Centavos.</i>
1828.....	2,406,100	.....
1830.....	3,490,200	.....
1840.....	4,227,484	.....
1850.....	2,973,308	4
1860.....	2,360,498	4.43
1862.....	8,950,725	5.11
1870.....	5,950,322	4
1880.....	12,188,517	6.81
1890.....	3,977,987	14.81
1897.....	6,255,953	19.09

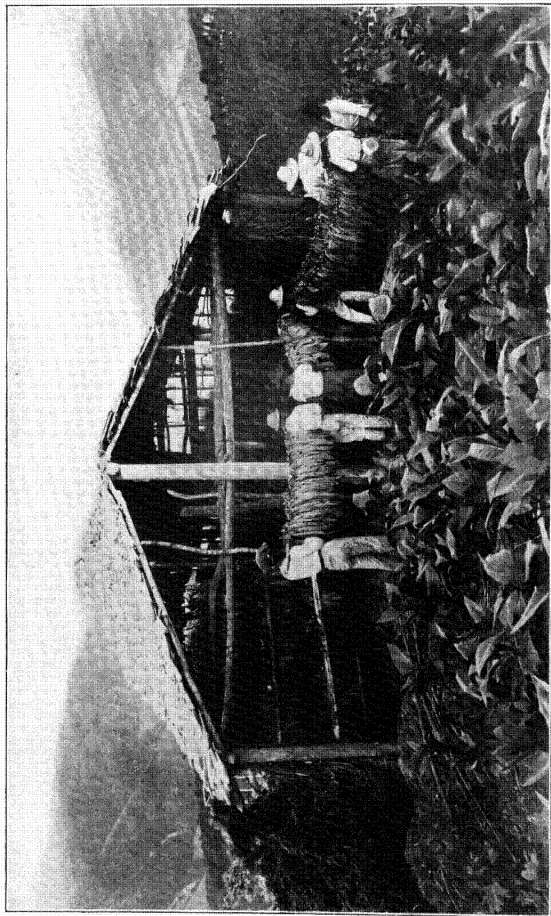
From January 1 to August 1, 1898, there are no data. During the period of military occupation to May 1, 1900, the exports of tobacco and manufactures thereof reached 7,541,720 pounds, valued at \$731,820, or 9.74 cents per pound. As there were included in the exports some



SEED TOBACCO NEAR CAYEY.



TOBACCO VEGA NEAR CAYEY.



TOBACCO FIELD AND DRYING HOUSE.

cigars and cigarettes, the value per pound given above for the exports during military rule is somewhat higher than the leaf tobacco commands. Perhaps 8 cents for leaf tobacco would represent the ruling price in the island during this period.

The principal market for the better grades of tobacco before the change of sovereignty was Cuba, whither it went on the payment of \$1.25 per quintal. The seed for Porto Rico was originally brought from Cuba, and this has several times been renewed; but differences in the soil and perhaps in treatment (for the climate is practically the same) result in great differences in quality. The ordinary "filler" grade of tobacco from Cuba sells for 60 cents to \$1 per pound, while Porto Rican "filler" will not bring in New York more than 8 cents; yet the same quality, once it has reached Cuba, is mixed with the home variety and worked up into cigars and cigarettes, which, when exported, passes as Cuban tobacco, and so a counterfeit is worked off on the public. This formerly worked to the benefit of the Porto Rican and Cuban manufacturers; but when the responsibility was put upon the United States officials to prepare a tariff schedule for Cuba, the interests of the producers—the farmers—were considered, and so a tariff fence was erected high enough to protect the Cuban farmer, and this was raised to \$5.50 gold per pound, besides an ad valorem tax. Of course this put an end to any shipments of tobacco to that island from Porto Rico, and there was absolutely no market for her better grades of tobacco. The poorest quality, known locally as *balichi*, has always been marketed in Spain, France, and Germany. It commands but 2 or 3 cents gold per pound, and no better price is obtainable now. This kind represents one-third of all.

As may be seen from the statistics given above, the exported tobacco during the past century ranged from 1,000,000 to 12,000,000 pounds. The quantity marketed abroad, while the military governed the country, was about seven and one-half million pounds; about one-third of this was *balichi* and did not fetch more than 2½ cents. Of the remainder a small quantity was exported in the form of cigars and cigarettes. The rest went to Spain, the United States, and Germany, but since the average price of all exported reached but 9.74 cents per pound, it is evident that the Porto Rican tobacco sold as such will not command a price much above the better grades of the kind used for the "filler" of cigars produced in Ohio, Missouri, Pennsylvania, and Florida.

The Foraker bill removed 85 per cent of the duties previously collected in the United States custom-houses on Porto Rican tobacco, and some expected that this reduction of tax would add to the former price an amount equal to the duties taken off, but this hope did not realize, for were there no duty charged in the United States the commodity would not command more than 10 or 12 cents per pound.

There should be a considerable development in the Porto Rican tobacco business, but its increase will come about largely through the utilization of Porto Rican cheap labor, so that the manufactured article can be exported. Domestic cigars of a quality which cost \$80 per thousand in the United States can be made in Porto Rico and sold in the United States for \$60. It is, however, evident to all that the tobacco of this island can never take the place of or compete with the Cuban.

While the weed is grown all over the island, its best grade may not be obtained save from limited districts. The tobacco vegas are usually

small, but a few acres in the largest, but this usually from the necessities of the case, not from economic causes. It is probable that nine-tenths of all the tobacco is grown on hill and mountain slopes having a declivity of quite 20 degrees, and a good deal on slopes as steep as 30 degrees. It is rare to find extensive cultivable tracts on such a terrain. Probably more than half of the tobacco is grown in patches of less than an acre each.

While this business can be as well and economically conducted on a small as on a large scale, yet the capitalist or well-to-do proprietor has here absorbed almost all the best lands, the same as has been done in Cuba. It is eminently a crop exactly adapted to individual effort, for there is absolutely no machinery or plant of any kind required in its growth or curing, but, nevertheless so poor and impoverished are the people that the proprietors have managed to secure the control of about all the good lands.

The United States census returns tell us that in 1899 there were 5,963 acres devoted to tobacco cultivation, and 3,743 persons employed as operators in local manufactories.

As long as the wage rate remains low enough, so that the growers can afford to produce tobacco at present prices, the business should increase, for but a very small part of the land adaptable to its cultivation is now appropriated to it. Any considerable increase in price can not be expected, nor is there any just basis for a belief that the grade or quality can be much improved, for all recognize that the aroma of tobacco is due to the soil almost entirely.

The world's consumption of tobacco is increasing much more rapidly than the population increases, and this island that has marketed over 12,000,000 pounds in one year should certainly do well as that or better in the future, and the insular economists and financiers have a just basis for the expectation that the exterior tobacco trade should add two million a year to the general wealth.

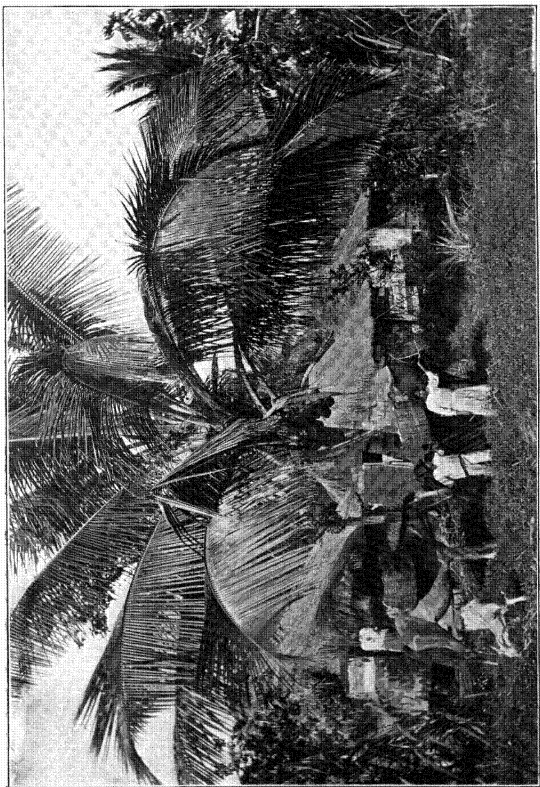
LIVE STOCK.

The cattle, horses, mules, sheep, and goats now in Porto Rico are evidently of Spanish and North African breeds, but all have undergone some minor changes in physical characteristics, due to environment, differences of climate, etc. Horses from the Peninsula were used by the Spanish troops in all conquests in America, North, Central, and South. The earliest annals contain many references to exportation of horses and cattle, for which the royal permission was issued to enable them to be shipped from Spain on Government vessels.

It is probable that in Porto Rico, as in South America and Mexico, the horses and cattle escaped to the hills and plains and there propagated, but in this small island beasts so large as the larger domestic animals could not long remain astray.

The interesting account of the social, industrial, and economic condition seen in Porto Rico in 1597 by Dr. Layfield, who was chaplain to the English expedition that then captured the island, contains a very good description of the neat cattle, and it is evident that the animals the doctor saw were identical with those we now find. He also says that the herds were very large, and one is mentioned certainly of 12,000 head.

They had no value save for their hides, for anyone was welcome to



NATIVE HUTS, CATANO.

kill a bullock, provided the skin was delivered. Another writer mentions that when the freebooters made their raids, which they often did, thousands of cattle were killed for their skins, which, when dried, were taken away as booty. Layfield says the wealth of the people was derived from three exports—hides, sugar, and ginger, the last found growing wild—and another historian,^a writing in 1647, again mentions these three products as the most important, but ginger is classed as the most valuable, of which there was an export of 1,400,000 pounds in one year, while of hides the output ranged from 8,000 to 10,000 annually.

It would seem that the cattle industry did not rapidly increase during the eighteenth century.

O'Reilly, writing in 1765, reported an export of 2,434 pesos value of hides in the preceding five years from five important towns, and from the same places and time the exportation of large cattle of the value of 41,645 pesos.

The same author gives the aggregate of all the meat cattle, goats, sheep, and hogs in the whole island in the year 1765 as 121,935, while Abbad reported the total for 1775 as 150,758 and the annual produce as 40,683 head, but the surplus for export is not stated. From 1828 data for annual exports are available. The sales abroad of large cattle from date last mentioned to 1864 ranged from 2,600 head to 8,000, while the export of hides for same period ran from 390,000 pounds, as a minimum, to 1,336,000 pounds, as a maximum. Colonel Flinter, writing in 1833, gives the census of large stock as reaching 128,527 head and the minor as 38,607, or a total of 167,134 head of cattle of all kinds, and the annual produce is reported at 38,607 head of calves, lambs, colts, etc. The same authority gives the export of hides in 1830 at 448,750 pounds, and this, he says, represents 17,950 cattle slaughtered. From 1894 to 1897 the exports of cattle (which includes a very few horses) ranged annually from 3,500 to 5,600 head, with invoiced value from 140,000 pesos to 378,000 pesos. Assuming the average weight of hides at 25 pounds each, it would appear that the number of cattle annually slaughtered reached or exceeded 26,000 during each of these four years. From date of American control of the island to May 1, 1900, a period of not quite two years, the invoiced value of the cattle sold abroad came to \$1,224,597 gold. The Spanish unit of value of cattle exported was 40 pesos. Assuming that the value had enhanced, that the animals were worth as much in gold in 1899–1900 as they were in pesos in 1897, and the number of head exported under military rule would reach the enormous sum of 30,615. Unfortunately data are not available to permit a statement of the number of hides exported. The only fact bearing on this at hand is that the value of hides exported in 1899 was \$71,975, or a gold value for 1899 about the same as reported pesos value of hides exported in 1897; but as the market price of hides at the latter date was considerable higher than at the former, it would probably be not much out of the way to say that the number of cattle slaughtered in 1897 was substantially the same as in 1899.

The enormous increase in the number of head exported, 1899–1900, was due not to a permanent and healthy trade movement, but arose from the fact that about all the cattle the island of Cuba formerly contained had been killed by the contending armies during the insurrec-

^a The Canon Torres Vargas.

tion, and when peace was restored there was no stock in the island, either work cattle or for consumption.

To replenish their needs, resort was had to Porto Rico; so this island took advantage of the high prices and benefited accordingly, one result being that as many cattle were exported during the period from August, 1898, to May, 1899, as during the preceding seven years; but it would seem that the drafts made on the local herds by the local butchers did not vary much from those usually made. The Cuban necessities will be supplied before many years, when the price will return to a normal one, and then the stock raiser in Porto Rico will be confronted with the necessity of looking elsewhere for a market. These beeves are, of course, fed exclusively on grass, and therefore the beef can not compare favorably with that of the better bred animals fattened on grain. It does not seem probable that the beef of Porto Rico or any tropical country can ever compete on equal terms with that of colder countries where grain is abundant, such as the United States, the southern Argentine, Australia, Russia, and Siberia. There may, however, be a profitable export made in cattle to countries where they may be fed and the flesh nourished on grain, there to be slaughtered and marketed, or possibly canned in establishments at home and the beef marketed in tins, a method which is now becoming very popular. Unless some such means be found for selling the surplus of the Porto Rican herds, the stock-raising business in Porto Rico, save as to domestic industries, will soon languish. The grazing is excellent of its kind; the native grasses in the east and the southeast, where the air and soil are not particularly humid, make good pasturage, and the malojilla or pará grass, an exotic from Brazil, is an excellent forage; but there is no such thing as hay in the island, the air being too damp generally for its drying; besides, there is no need to dry the grasses, since nature always provides them in a green condition.

GENERAL OBSERVATIONS.

The four Porto Rican products which are dependent upon the cultivation of the soil, and which may be grown profitably in quantities far beyond the local or domestic needs, are coffee, sugar, tobacco, and live stock. So long as the market of the United States is free to Porto Rican products and is heavily taxed for foreign products, cane growing and sugar making will prosper and continue to increase in magnitude, until all the land suited to cane is farmed. We know that without modern machinery, fertilizers, and irrigation it has already produced 170,000 tons in one year. It is a fact that the yield of sugar of the cane fields in Louisiana and Hawaii is more than doubled by the use of fertilizers. We know that fully one-third of the available saccharine in the cane was lost in 1879 and is now in many mills; but with better machinery and practice this can be saved. It is not difficult to demonstrate that the acreage of 1879, properly cultivated, fertilized, and irrigated, should yield double the tonnage taken off in the year cited, or 340,000 tons, and if the extraction is carried up to 10 per cent of cane weights, which is easy, instead of 6½ per cent, we should have a further addition to the extraction of no less than 113,000 pounds, which, added to the above-stated quantity, would give a yield of more than 450,000 tons of sugar, which may be said to be in sight, and no more land cultivated in cane than formerly.

With respect to the future of coffee the prediction made above is repeated, that unless the cost of labor is kept down to an equality with the rate in other coffee countries the tonnage must diminish rather than increase.

Tobacco production must languish unless local labor is availed of for turning the leaf into cigars and cigarettes for consumption abroad.

Stock raising will also languish after Cuba is again restocked, unless the animals are shipped abroad for final fattening, or unless the beeves are marketed as canned beef, for which the local grade of cattle is well adapted.

OTHER AGRICULTURAL PRODUCTS.

Formerly ginger was the chief export and cotton was an important output. Of this staple the island exported 5,003,779 pounds in 1837, and in 1864 almost a million pounds, but the cultivation of the cotton tree—for it is a perennial plant in the Tropics—fell off in 1857 to a mere trifle.

The blockade of the ports of the Southern States in 1861–1865 very greatly raised the price of cotton in the world's markets, and its cultivation in Porto Rico was resumed. But with the close of the civil war in America the price dropped, and thereafter the United States has had a practical monopoly of the cotton market of the world at prices profitable to Americans, but far below the cost of production in the Tropics. Since 1870 there have been no exportations from Porto Rico, and none of this staple is used in supplying local needs for cotton goods.

Of ginger there is still a very small quantity exported, but it is no longer a production of commercial importance. In the seventeenth and the eighteenth centuries there was considerable export of dye and cabinet woods, but these are now of small importance, for the island is practically without anything resembling a forest; indeed, probably not one-fourth of the domestic consumption of building woods is of native origin.

The capacity of the island to produce certain kinds of tropical fruits is very great. Of bananas enough of an excellent quality can be grown to supply in large part the United States market, enormous as that demand is, but none are exported. The best land for bananas is sugar lands. The island is equipped for the sugar-cane business, but to make a banana trade lucrative requires, first, that the acreage devoted to this plant shall be large enough to make yield of this delicate and perishable fruit sufficient to freight a steamer in a day or two, which in five days more can deliver her cargo; second, this business demands that a line of steamers shall be devoted exclusively to the banana trade, so that there can be a sailing not less frequent than once a week. The banana lands must either be very near the ports of departure of the steamers or the banana fields must be reached by steam railroads, so deliveries may be made with great facility in a very brief time in quantity sufficient to load the vessel. To accomplish all this a very large capital must be invested. Hitherto no one has appeared who was prepared to embark in the enterprise, so the land remained in cane.

One occasionally sees a good orange in Porto Rico, but they are very few. The best in this island are brought from the United States.

Perhaps as good or better may some time be grown there, but they have not yet been produced.

In Florida and California it has been found practicable to be rid of the pests to which this delicate fruit is subject; but this is in a latitude not lower than about 28 to 30, where there are cool nights. In lower latitudes the tropical heat is constant and the air humid; the insect pests are far more numerous, and fungus is almost irrepressible. It is unusual to find an orange in the Tropics that is not covered with scale, and when a tree is seen bearing a hundred oranges one of the same size in California would be loaded with a thousand. In short, it is the opinion of the writer and other observers that if a large orange business is ever developed in Porto Rico it will be after a long and expensive experiment by outsiders who are free from local prejudices.

No finer pineapples have ever been seen than those abundant in certain localities in this island. It is a very promising fruit and is much less damaged by the insects than the orange. Trade in this fruit with the United States should be established and rapidly developed.

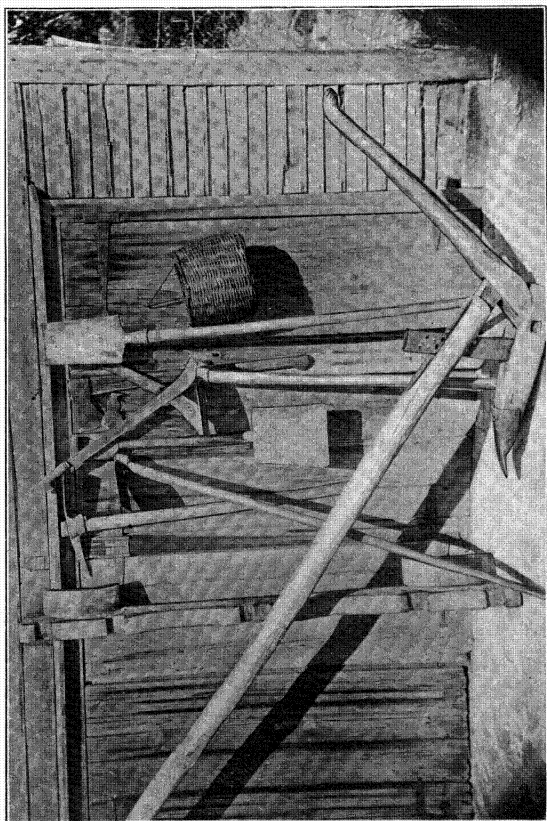
Lemons fit for use, grown in Porto Rico, are never seen. Limes are very fine and abundant. This is a much more hardy tree than the orange. From the neighboring islands of Montserrat and St. Vincent about all the lime juice of commerce is produced. Porto Rico should be as well suited for this industry as any other West Indian island, and a large capital is not necessary to its successful conduct.

The statement is often heard that Spain forbid the cultivation of the grape in competition with the Peninsular vineyards. This story is without foundation. There are many single specimens here of grape vines of the Malaga variety, but they languish. The country is too hot and moist, save in a very few tropical localities. There are no grapes grown anywhere in quantities below latitude 28° or 30° north. The wild grape was not found in Porto Rico.

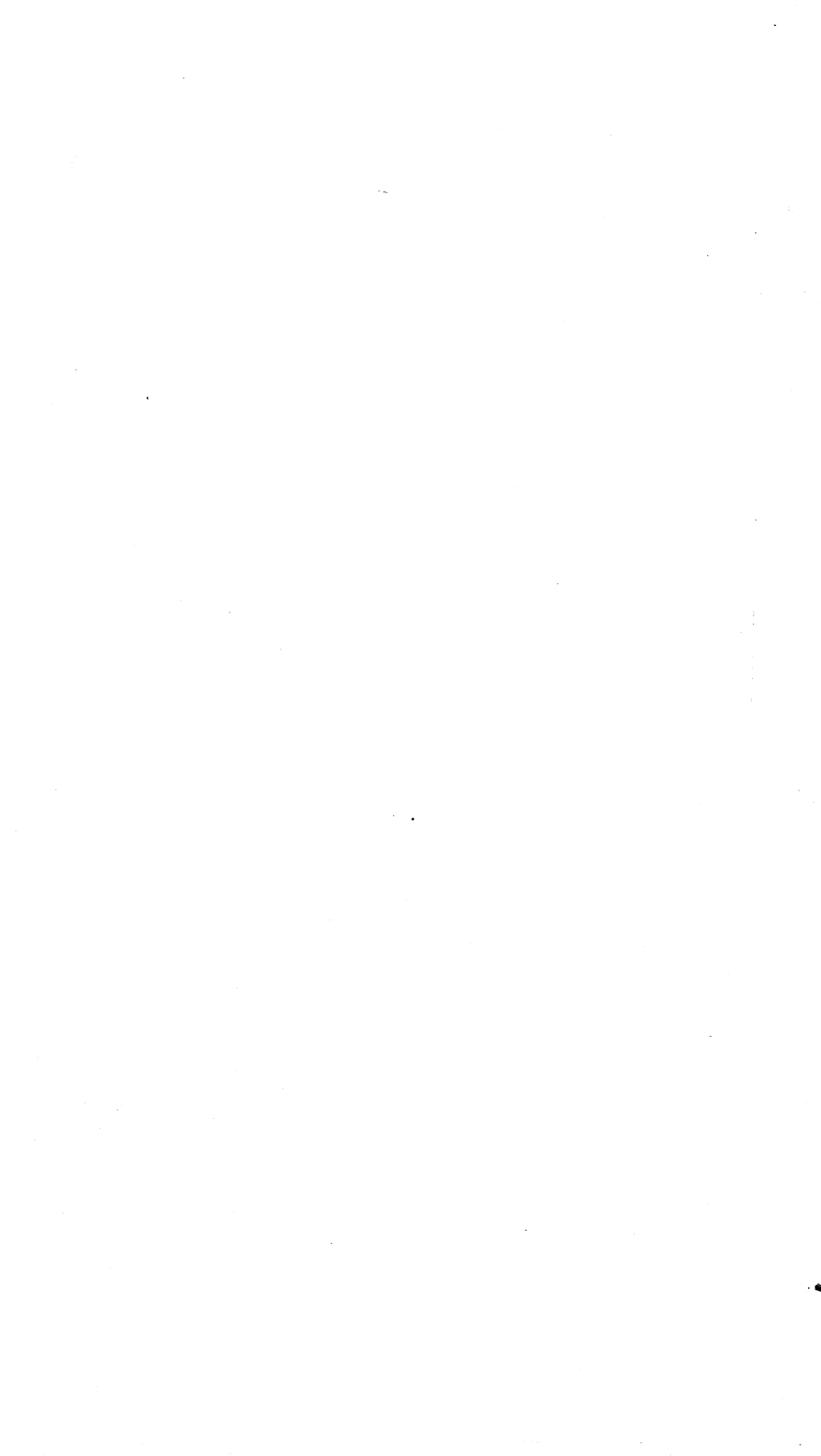
There has been much written respecting the adaptability of this island for the growth of the maguey plant, from which the sisal (so called) is obtained in Yucatan. The plant is indigenous in Porto Rico, as it also is in the Bahama group. In this English colony large sums of money have been lost in attempts to produce sisal fiber commercially from the maguey. In Yucatan the business is carried on by the natives (Indians), who are satisfied with wages about half or a third as much as those now prevailing in Porto Rico. Nearly the whole value of sisal is due to the labor applied in cultivating the plant and extracting and cleaning the fiber.

Whether or not the plant would thrive as well in Porto Rico as in Yucatan has not been ascertained, but if it should be found to do as well it would yet be necessary that the cost of wages should not be higher, else the cost of the product would surpass its market value.

The cocoanut is an exotic, but thrives well along the sandy seacoast. A few are exported, but the extract of the oil from the fruit is not attempted save on a very small scale. In the Philippines an acre in cocoanuts gives to the owner for the copra produced a net return of \$100 a year in gold, for an acre supports 200 trees, whose cultivation costs almost nothing. There are probably 50,000 acres in Porto Rico as well adapted to this fruit as any in the eastern islands. The collection of the meat from the fruit and preparing it for the market under the name of copra is a very simple labor, and requires no machine or tool except a large knife. This business in the West Indies ought to

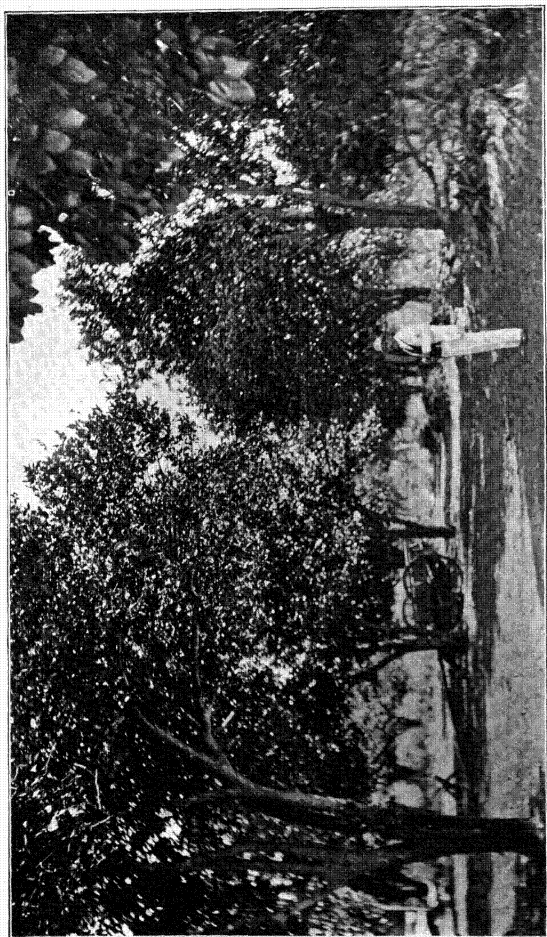


AGRICULTURAL IMPLEMENTS.





BANANAS.

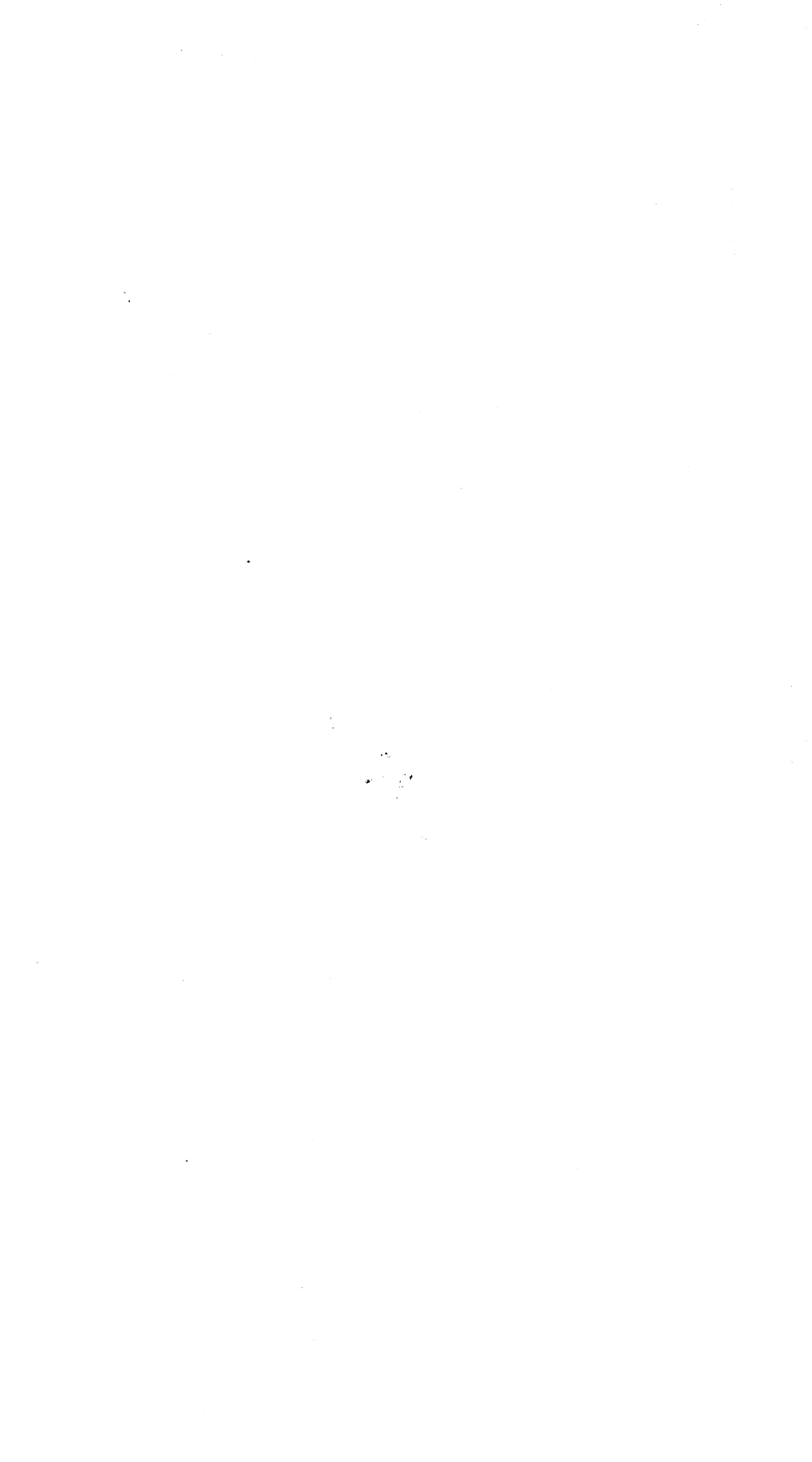


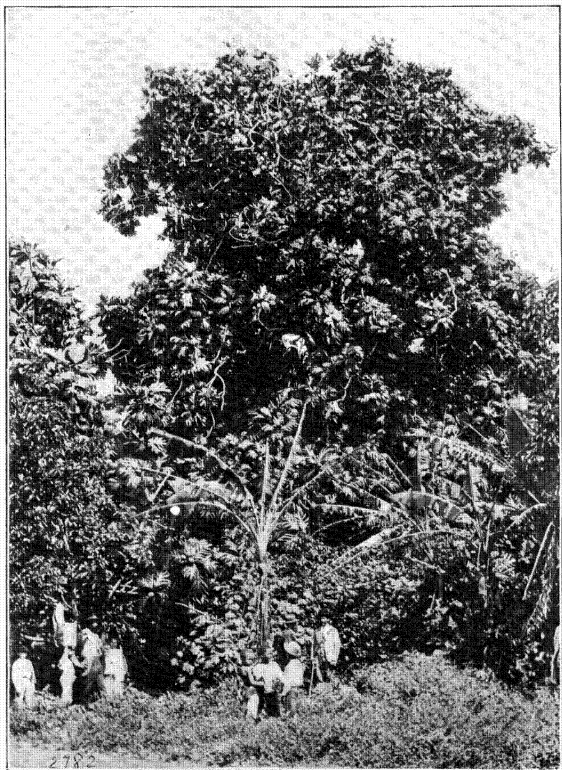
ORANGE GROVE IN MAYAGUEZ.





GATHERING COCOANUTS.





BREAD-FRUIT TREES AND BANANA PLANTS.
Coffee bushes beneath in the background.

be encouraged and very greatly extended. Porto Rico should have a revenue from copra of several million dollars.

Cacao, or the chocolate bean, has been grown in a small way in this island, but this tree is so liable to injury from violent winds or from insect pests that its cultivation has never become general. The only cacao orchard in Porto Rico of any considerable area was destroyed by the hurricane of August, 1899.

The shrub called malagueta, or bay in English, by which bay rum is given its characteristic quality, is indigenous, and the bay extract might be as readily produced here as in the other West Indian islands if the high cost of labor should not forbid the competition.

It is scarcely necessary to remark that the apple, peach, quince, prune, plum, apricot, cherry, strawberry, raspberry, blackberry, and currant do not thrive in the Tropics.

Of vegetables, there are a few tropical ones that are abundant and good and a few common to the temperate latitudes that do fairly well.

The malanga, called taro in the Sandwich Islands, is commonly seen in every country hamlet and supplies a large amount of rather coarse food. It is always grown on land not inundated, while in some other tropical countries there is an aquatic variety.

The cassava, known locally as yucca, is indigenous, and supplied a very large part of the food of the aborigines. It is a starchy, rather tasteless tuber, but is of considerable value in Porto Rico, as it is in many other tropical countries.

There is another native vegetable called the ñame, a sort of yam, which is also abundant and valuable.

Of the exotic vegetables, the boniato (a sweet potato) is very abundant, but it is far inferior to the variety cultivated in the United States. The cabbage and cauliflower are produced, as are also the onion and cucumber, but they do not thrive as at home. The tomato does fairly well, as does the eggplant, while lettuce is excellent, and radishes are fairly good and abundant, though pithy. None of the melons or squashes are equal to those at home. Beans of several varieties are abundant and good. Okra thrives, but Irish potatoes are an impossibility. Peppers are also fairly good but not abundant, and the same is true of beets. The alligator pear grows to perfection and is a most useful vegetable. This should be exported in large quantities where cold storage on vessels is available. The bread-fruit tree thrives, but the fruit is not relished generally.

GRAINS.

The most important is rice, of which the production is large, but the importations are far greater. In 1897 the quantity imported was 35,457,000 pounds, valued at 2,481,000 pesos. All of it came from the Orient, imported through Hamburg and Havre. As the acreage available for rice cultivation seems to be unlimited, or at all events sufficient, there should be a discontinuance of dependence of this island for food upon other countries. The rice is all of the upland variety, and 2 per cent of all the cultivated land is in this grain. But of Indian corn (maize) the area devoted to it is double that in rice, or 4 per cent. It is used exclusively as human food, but the modes of its preparation are primitive, there being no other grinding device than the handmill, or that accomplished by a pestle in a mortar.

The most important food plant to the Porto Rican is the banana, to which are devoted 14 per cent of all the cultivated soil. There are two general varieties, the most important of which is the kind called locally guineo, that is eaten and cooked like the banana in the United States. The other is the plantain, a variety of the banana, that is eaten cooked. These two growths are used very generally as shade for the coffee trees in the fincas. In sweet potatoes are found 8 per cent of all the cultivated land, a most important article of food to the natives, but of which there is no export.

We are indebted to the United States census returns for the following general data respecting Porto Rican agriculture:

Total area of the island	square miles..	3,606
Farms	do.....	2,743
Proportion of farms to the whole area	per cent..	76
Area under cultivation	square miles..	747
Proportion of cultivated to whole area	per cent..	21
In United States the proportion is	do.....	10
Total farms in Porto Rico		39,021
Area in farms	cuerdas..	1,757,774
Average area of farms	do.....	45
Cultivated area of farms	do.....	477,987
Area of farms in cultivation, average	do.....	12
In the United States, average size farms	acres..	137
Cultivated area of farms in the United States	do.....	78

Of whole cultivated area in Porto Rico there was devoted:

	Per cent.
To food crops	30
To coffee	41
To tobacco	1
To sugar	15

Of agricultural laborers of both sexes there were reported 198,258. Besides there were:

Planters	305
Stock raisers	753
Gardeners	56
Dairymen	68

The writer has observed a plant in the Philippine Islands, where it is an important source of wealth, that he believes worth experimenting with in Porto Rico. Abacá is referred to, and is obtained from a plant of the banana variety, and is known the world over as hemp. Of this fiber there was exported from the Philippines in the year 1897, 112,755 tons, valued at \$125 per ton—or, say, \$14,000,000 provincial money, equal to \$7,000,000 gold. The topography and the apparent character of the soil where hemp is grown in the Philippines resemble those of Porto Rico. In appearances the hemp banana and the one which furnishes food are identical, although some observers think that the variety which supplies the fiber has shorter and lighter green leaves than has the plant which yields edible bananas. The Filipino who for the first time should traverse a coffee district in Porto Rico, and who noted the extensive tracts on mountain slopes covered with banana plants, would, until enlightened, believe that they were hemp fields, whereas they are coffee vegas, the banana plants being used as shade for the coffee.

In the Philippines an acre in abacá, or hemp bananas, yields from 200 to 400 pounds of hemp fiber, which sells locally for about \$20. The

soil is cultivated in much the same way as for coffee, that is, there is no plowing.

The fiber is obtained by home labor exclusively, no tool being required save a hoe and a large knife. The cleaned fiber is baled in a press made on the plantation in much the same way as a tobacco-baling press is made. If the experiment should prove successful a very valuable addition would be made to the agricultural resources of Porto Rico. There does not seem to be any likelihood of a fall in price of Manila hemp. The sisal hemp (so called) from Yucatan is a poor substitute for the grade coming from Manila.

CHAPTER XIX.

PUBLIC WORKS.

The first public act of the Spanish conquerors in America was to take possession of the country in the name of the King; the second was to erect the cross as a Christian emblem and to consecrate the act of occupation by religious ceremonies according to the rites of the church; and the third, to arrange for public welfare, common protection and defense, and this involved the erection of residences and offices of the royal officials, churches for public worship, and forts and emplacements for defense against foreign or native enemy. The Pope had given to the King the patrimony of the church, the right to collect annually a tenth of all incomes, and the Holy See exacted that the church and clergy be respectably provided for. So palaces, churches, offices, convents, monasteries, forts, barracks, magazines, and ordnance were the first objects of expenditure that had the character of fixtures, but in the early Porto Rican annals we look in vain for a record of results secured, amount spent, or the names of the builders.

Porto Rico was for a long time a dependency of Santo Domingo, or Espanola, as that island was designated. The date has not been ascertained when the dependence ceased, but Governor Esteban Bravo of Porto Rico specifically mentioned it as late as 1759. So the governors of Porto Rico had to conform to instructions received from their superior, who resided in Santo Domingo, and the schemes for public defense required his approval.

It has been elsewhere noted that the capital, first established at Caparra on the main island, was in 1521 removed to the islet San Juan. Nothing is known of buildings or other public structures at the old site, but the existing ruins show that the founder made his plans for permanent occupation.

The first defensive work constructed was ordered in 1532, and the following year the government of Santo Domingo made an appropriation of funds for a battery erected on the present site of Santa Catalina Palace, and this appears to have been completed in 1534, but inadequate means resulted in cheese-paring, for a critic remarked in 1534 that the walls of the face looking landward were of earth (tapia), and artillery was lacking for the armament. There was a beginning of what is now El Morro about 1540, for the inadequacy of the battery at Santa Catalina, which did not command the harbor entrance, was reported to the King and he ordered the commanding point El Morro to be

fortified. Notwithstanding the royal orders, it appears that in 1544 no guns had been mounted, but about this time ten bronze guns were mounted at the Morro and Santa Catalina, these being deemed sufficient to repel pirates, who were the only expected assailants.

In 1525 a wooden house was erected where Casa Blanca now stands, and was occupied by a son of the Governor Ponce de Leon, the latter having died from a wound received in Florida several years before. Casa Blanca became state property in 1779, was wrecked by a hurricane later, and finally burned to the ground. The present edifice was erected in 1826 by the Spanish engineers and has ever since been an army building.

The Morro of the present day was planned in 1584 by Engineer Juan Heli, who came to Porto Rico from Cuba with the new governor, Juan de Tejada. The fact that Sir Francis Drake was able to force an entrance into the port in 1595, and the Earl of Cumberland to capture the city two years later, convinced the Spanish monarch that the defenses of his capital were quite useless. By 1599 the new works of El Morro were so far completed as to be ready to receive its armament, but additions were made in 1606-1609, so that the work of to-day is practically a type of the fortifications of the beginning of the seventeenth century—the only additions being modern guns on the old walls.

The fort was finished none too soon, for in 1625 it withstood a siege of several weeks by the Dutch, who, with 17 ships and 2,500^a men, forced an entrance, captured and sacked the city, but the garrison in Morro held out.

In 1631 the present city walls were begun under Governor Sotomayor. They were finished in 1639, when Iñigo de la Mota was governor. In 1874 one of the gates was removed, and in 1894 another, while the old walls have been demolished all the way from San Cristobal to the bastion San Justo.

Notwithstanding that Cumberland had entered the city and captured it from the land side, having carried the works at El Boqueron and the San Antonio bridge, there was no adequate defense for San Juan toward the east until the last half of the eighteenth century. In 1765 Count O'Reilly inspected the defenses of the island and urged their improvement. The same year the King approved plans submitted by Thomas O'Daly, a Spanish engineer, and embodying the Count's recommendation for a strong defense, having range of fire toward the north, east, and south. San Cristobal was built under the direction of O'Daly and completed in 1791, and, with the other defenses, made San Juan one of the strongest fortresses in America built by the Spaniards. Although neglected, these works of 1765 are still fine examples of Vauban's method. About the same time other heavy works looking over the harbor were ordered. Santa Elena and San Agustian batteries date from this period, 1777-1791.

In 1639 Santa Catalina battery was appropriated as the residence of the governor, and has since been used for that purpose. In 1822 it was designated by the King as the official palace of the governors, though guns were mounted under the windows. The little Canuelo, situated on an islet in the bay, was built by Governor Roxas about 1610, but it was captured by the Dutch and retaken by the Spaniards in 1625. San Ramon and Escambron batteries, also the first, second, and third

^a A Dutch account says that only 650 men were landed.

lines of defense across the islet, were built just after the successful defense of the city against the English in 1797.

It is evident to everyone who inspects these ponderous defenses that their cost in labor and money was vast. Surprise is often expressed by visitors that the little island of Porto Rico could provide the means for realizing these royal plans, for besides the forts and their armament (some 300 guns in 1800), there were other costly structures, such as the bishop's palace and cathedral, the governor's palace, the barracks, where could be quartered 2,000 or 3,000 men; the hospitals, the treasury buildings, custom-house, and naval establishment, to say nothing of numerous works of defense and other costly buildings—casas del rey, etc.—throughout the island. The length of the walls surrounding the city reached quite 3 miles, and in some places attained a height of 60 feet. It is pertinent to ask whence came the labor requisite to raise these vast masses of masonry? In 1529 a writer to the King states that then there were 129 masonry houses in the city, and more of thatch. In 1582 another visitor reported the existence in San Juan of 170 families, while in 1644, which was several years after the city walls were finished and El Morro completed, the number of masonry houses with tile roofs was 250, while those of reeds and thatch numbered 100. Whence could have come the thousands who built the fortress, for it is evident that the population of the whole island at this time could not have exceeded a very few thousand Spaniards? The first definite statement of population was by the governor in 1759, when it was stated that there were 5,611 fighting men in the colony, and this would give a total of not more than 40,000 souls. If this work was done by the inhabitants, Spanish immigrants and their few slaves, they surely were a laborious and industrious community; but we are not left in doubt as to the source whence came the money to defray the cost, for Córdova prints in full a memorial submitted to the governor in 1817 by the engineer in charge of the fortifications, Lieut. Col. José de Navarro, wherein are given the exact amounts spent each year from 1766 to 1816, both inclusive, for defensive works. The totals are for fortifications 3,863,371 pesos, and for artillery 905,069 pesos; or a total of 4,768,440 pesos. On the 9th of September, 1815, the intendente, Ramirez, stated to the governor that from 1797 to 1810 there were received by remittances from Mexico, by order of the King, to be used for purposes of public defense, the total of 4,408,991 pesos, and it has been ascertained that the total remittances, extending back to 1765, reached the enormous total of over 13,000,000 pesos. (See statement of situados from Mexico in appendix.) But while it has not been found to be practicable to ascertain what were the sums received before 1765, we know that almost at the outset the situados were coming from Mexico. So it is clear that while the work was vast and the cost enormous the expense was defrayed by silver from the mines of Mexico, extracted by the aboriginal inhabitants.

That the Cathedral Church in San Juan and the bishop's palace were regarded as public buildings is attested by the fact that in the budgets which have been preserved we find these structures figuring as objects of public expenditure.

The making of highways was taken up almost as soon as the island was settled. As early as 1521 reference is made to a bridge already built, connecting the islet of San Juan with the main island, where San

Antonio Bridge now stands. The present highway was opened through to Rio Piedras in 1773, and a masonry bridge spanned the Martin Peña Estero some years earlier. This bridge was destroyed by the English in 1797, but was soon after rebuilt. There was an unmetaled wagon road opened through to Caguas in 1812, and before 1830 there was inland water navigation, partly an artificial canal, between San Juan and Loiza. The San Juan theater, a structure built from public municipal funds, was finished in 1830, at a cost of nearly 100,000 pesos. The viaduct on 12 arches, near La Muda, on the Caguas road, was completed in 1854.

What is now called the military hospital was built as a hospital for the poor by one of the bishops of the island, but was donated to the Crown about the time of the war with Great Britain in 1797. The claim has been made by the municipality that the gift of the structure was only provisional, and the city asked payment for the property, which, it is asserted, was worth more than 100,000 pesos. Spain conceded that the city had an equity in the hospital by an annual appropriation of about 6,000 pesos for the support therein of 30 city patients. There seems to be little doubt that the so-called military hospital is in equity if not in law the property of the city of San Juan; but it is still held as military property of the United States, the category in which the Spaniards placed it. The building in San Juan known as the San Francisco Barracks was built and for a long time owned by a fraternity of Franciscan friars, but in 1837-38 all convent buildings and property owned by religious orders in Porto Rico were confiscated. Spain then took possession of the convent and used it thereafter as a cuartel for troops. As such it was turned over to the United States on October 18, 1898, and it is now used for storage purposes by the Army.

The scheme of public improvements that Spain adopted was to leave the seaports to be improved and maintained by local boards, the expense incurred being raised in part by a tonnage tax on vessels, a passenger tax on the persons landed, by proceeds of sales of reclaimed lands, and by appropriations from the general treasury. The port of San Juan has been somewhat improved by the local board, but nothing of value has been done at the other ports in the way of wharves, docks, moorings, or dredging. The Spanish policy was discontinued by the Americans and the local boards broken up. By act of Congress of the United States the control of the harbor shores has been given to the local government of the island, but the United States still retains control of the navigable waters. Spain established and maintained a quite satisfactory light-house service at the cost of the island. There were 12 lights in serviceable condition when Porto Rico was occupied by the Americans. One had been injured in a bombardment, while the others were in an incomplete condition. These were finished by the military government and were turned over in good order. The General Government of the United States still retains control of the lights. Of harbor buoys and beacons there were very few, but 12 new buoys were purchased by the military government and were ready for placing April 30, 1900.

In the appendix will be found two valuable reports by the able engineer officer of the department, Capt. William V. Judson, Corps of Engineers, respecting the subject of this chapter. These reports

and their inclosures will be found to contain a clear and concise résumé of—

- (a) The Spanish system of carrying on public improvements.
- (b) The ways and means available to Americans.
- (c) The work accomplished by the military government from insular funds.
- (d) Public buildings.
- (e) Harbor works.
- (f) Light-houses.
- (g) Railroad construction.
- (h) Laws relating to public works.
- (i) Road construction. (Federal appropriation.)

No other comment is offered respecting this presentation than that the expenditure of all allotments made by the Secretary of War will leave the roads, which were the object of that expenditure, in a condition which will be unsatisfactory, unless the roads begun, and some of them carried nearly to completion, are kept in hand until they are not only finished as respects work covered by specifications, but they should be watched and worked upon as necessity may exist, in repairing the ravages of the elements until the roadbed is consolidated, slopes have assumed a stable equilibrium, ditches regulated as found to be necessary, water passes looked to, dangerous washes stopped, and quick-growing trees planted and cared for, so that their roots may revet the earthen embankment. With all new roads, in and out of the Tropics, the necessity always exists for watchfulness and expenditure in what might be called emergency work, which would not be required later on, and especially is this true for tropical roads. If these Porto Rican roads, built, and well built, by the military engineers, are not completed and properly cared for, the money put upon them will have served no other useful purpose than to give employment to those who earned wages in their construction.

The Americans found 158.72 miles of completed road in Porto Rico that had cost \$3,484,677, gold—an average of \$21,287 per mile. The Americans undertook to construct 123.1 miles at an estimated cost of \$1,892,208, the average being \$15,392 per mile, the basis for which are contracts let with estimated cost for superintendence and contingencies. It is now known (1901) that some of these contractors failed to execute their undertakings. It is believed also that the cost for keeping up these newly made roads for the first year or two, changes, etc., should be charged to construction, and this would raise the cost of the roads built by the Americans to probably \$18,000 per mile.

These figures seem large to those who are accustomed to make farm and country roads in the States at a cost of not more than about \$500 per mile, but those of us who have lived in both regions know that the average country road in the States, which suffices for all uses, would be impossible in the Tropics.

The roads that will exist when all those projected are completed will reach most of the important centers of population and industry. The mileage will be about as follows:

	Miles.
San Juan to Ponce Playa.....	82
Ponce to Arecibo.....	52
Caguas to Humacao Playa.....	25
Cayey to Guayama and Arroyo.....	21
Rio Piedras to Rio Grande.....	16
Añasco to Mayaguez and Hormigueros.....	14
Comerio to Bayamon.....	18

	Miles.
Manati and Ciales to Morovis	12
Corozal to Toa Alta	8
Aguadilla to San Sebastian	12
Cataño to Toa Alta	15
Las Marias toward Mayaguez	7
Total	282

While a glance at Captain Judson's report will show that the funds appropriated and allotted by the military government of the island and by the War Department were not sufficient to complete all roads undertaken, yet the means available to the new government of unexpended Federal appropriations were ample to entirely finish those great trunk lines of travel and transportation, including the extra expense, that could not be foreseen, of repairing the damage of the elements certain to occur with all new and imperfectly consolidated embankments and unadjusted drainage. If these roads as planned have not been finished it is because the civil government has preferred some other disposition of available means.

The question of road repairs is an important one, and the provision of means to keep the roads up to the standard in which the Spaniards kept and left them will be a matter of very considerable expense. Captain Judson shows that the cost of maintaining 158 miles of completed roads during military occupation of Porto Rico reached a total of \$155,000, or nearly \$1,000 per mile. While the budget allowance for repairs and maintenance of roads, fiscal year 1899-1900, was \$158,000, or \$1,000 per mile, the Spanish budget allowance for repairs, 1898-99, was 300,000 pesos; the civil government allowance for repairs for the fiscal year 1900-1901 was \$160,844, and for the year 1901-1902 there is an allowance for material, repair of bridges, removal of slides, and rent of tool houses, of the sum of \$135,000, while to the field force of road repairers, etc., is allotted the further sum of \$136,400.

These figures will serve to show how expensive is the proper maintenance of roads in this tropical country of steep mountain slopes and torrential rainfall.

In the appendix will be found the copy of a report of a board which appraised the buildings and lands found in the custody of the provincial deputation, which was suppressed soon after the change of sovereignty. These valuable buildings, which were most necessary to the government, were taken over as state property, as were also the bills receivable and payable of the extinct deputation. The amounts owed by the extinct organization may reach in the aggregate one-third the assets.

Also will be found in the appendix matter extracted from report to the Secretary of War of a board which was appointed in November, 1900, for the purpose of advising the War Department as to the portion of the public lands in Porto Rico owned by the United States which were required for the use of the War and Navy Departments. In the report of this board will be found the schedule of all buildings in the island belonging to the United States, except the custom-houses, light-houses, and possibly one or two others. In this report will also be found an expression of opinion of the officers as to the portions of the public domain needed by the General Government, as well as a list of the properties that ought to be transferred to the local government.

The portion of the public domain not appropriated to the purpose of public utility, title of which passed to the United States, is small.

Before 1778 all the most valuable lands had been granted in some manner, either temporarily or permanently, to private individuals. In the year last cited the Crown authorized the landholders to convert their possessory rights into titles of ownership, and about all availed themselves of the privilege. In this manner the ownership very generally passed to individuals. The last royal grant of land to a private individual was in the year above cited, of 4 leagues, to the Duke of Crillon, a Frenchman, in the military service of the King of Spain, who had carried on some successful operations against the English in the Balearic Islands.

In the report to the Secretary of War on civil affairs of Porto Rico by the military governor, dated September 30, 1899, will be found a schedule of the parcels of government land that had been identified (see pp. 240, 241). It is almost certain that besides the seacoast swamps, sand dunes, and rocky mountain tops, the government land is of very little area. The value of all public land outside of San Juan is probably less than a quarter of a million dollars.

Spanish law provided that the ownership of the beds of the streams and the waters that flowed therein were the property of the Crown, and that the use of the waters for irrigation and in development of power was at the disposal of the authorities and subject of sale or franchise.

There were a very few cane-grinding mills driven by rude mechanism propelled by falling water, but there was not and is not now in the whole island a flouring or saw mill or other manufactory driven by water, nor any instance where water has been utilized to develop electric energy. Many applications to the military government were made for franchise rights to develop water powers, but all such were denied, and the civil government is free from any obligation in respect to such public utilities incurred by the military government.

The only mineral known to exist in Porto Rico in large quantities and that is likely to be extensively worked is iron. There are very extensive masses of this ore, magnetite, and hematite, in which the iron content reaches 60 per cent and upward, while sulphur and phosphorus are so low that the ore is classed as of the Bessemer grade. These ore bodies are but a few miles from the sea and a good harbor. As the United States has imported large quantities of Bessemer iron ore from Cuba, Spain, and England, it would seem to be certain that the Porto Rican ores would also be called for by the smelters in the United States.

There are several copper prospect holes where 10 to 15 per cent ore is claimed to have been found. Along the seashore and on the detached keys are deposits of calcium phosphates, some of which have been worked in a small way. It is probable that these deposits will sometimes become of considerable value.

In another chapter is a statement of the gold extracted from Porto Rico by the Spanish conquerers. There has never been any development of a mineral vein of any kind. All the gold collected was obtained by river washing, and the aggregate was very small if the value of it is to be measured by modern standards. Proprietors located many claims, but up to the close of the military government nothing was done by the mining men to develop their properties, nor did the Spaniards leave any mine in successful operation.

The mining laws of the country were favorable to the miner. These

laws were based on the fact that no one could extract mineral from the soil, even from the land he owned in fee simple, without the consent of the government, and this applied to quarries of building stone, clays for chemical or the mechanical arts, and to mineral phosphates. The procedure was about as follows: The prospector having found what he considered to be a valuable mineral deposit, either on public or private land, filed a petition with the mining bureau containing a general description of the claim—its name, the location, town, and barrio, the boundaries of the claim, name of the owners of the farm in which the mine was situated, and the character of the mineral. At the same time a deposit of money was made of 60 pesos for a claim of 12 hectares, and two pesos per hectare for greater areas, which was to be paid to the engineer of the public works department for an official survey of the land. The petition (or denunciation, as it was called) was advertised sixty days in the official organ of the government, at the expiration of which period the claim was granted if there was no protest. There had to be a further payment—a nominal one—for the title papers, and an annual payment as rent, but if the property was not developed to a certain extent the concessionaire lost his title and the property reverted to the government.

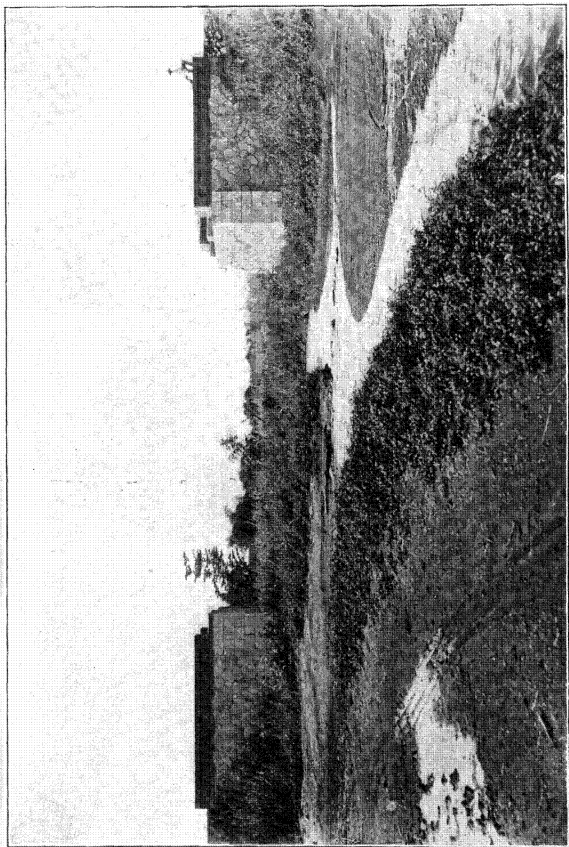
In the appendix will be found two lists of mining claims. The first shows the names, location, character, etc., of mining claims applied for during the military government, and the second contains some information respecting titles granted.

The reason why all asked for were not allowed was the fact that the last military governor believed that he had no legal authority to alienate the title to any public land without the authority of Congress.

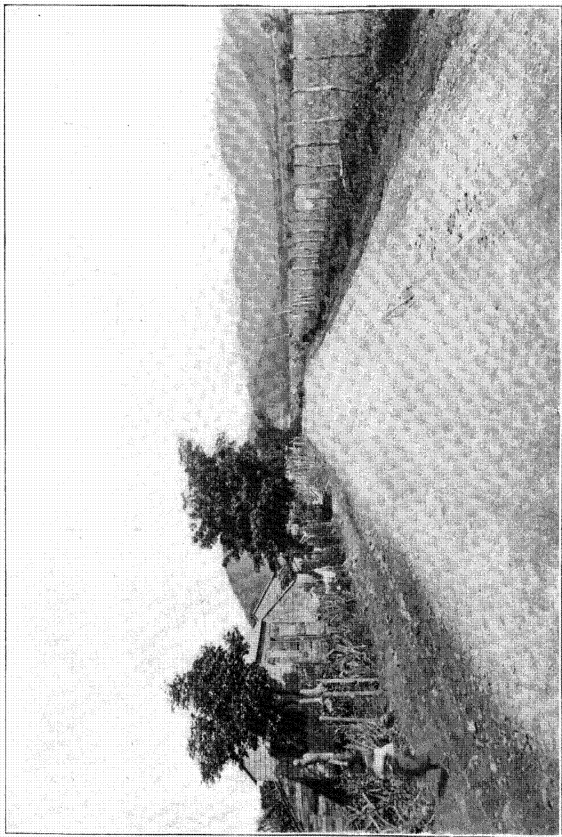
An Executive order of the President of the United States forbade the granting of franchises or concessions in Porto Rico by the military government without the authority of the Secretary of War, and later the opinion of the Attorney-General was communicated, in effect expressing the belief that no franchise for a public work could be legally authorized until Congress could so direct. There were many applications for grants and concessions, but all were denied by the military governor. The applications filed usually had for their object the utilization of water powers and installment of trolley railroads. It was held by the War Department that the prohibition against the granting of franchises did not prevent the licensing, temporarily, of public utilities by the War Department.

The following were licensed by the Secretary of War during the government of Porto Rico by the Army:

1. The erection of a wharf in San Juan Harbor by a steamship company, whereat the vessels could land, load passengers, mail, and supplies. This work was executed, but after the close of the military rule the structure was destroyed by fire, and the municipality of San Juan has refused permission for the rebuilding of the pier.
2. The erection of a saw and planing mill on a plot of ground owned by the United States, and for a long time used for military purposes. The licensee renounced the privilege in the year 1900 and removed his property.
3. The change of the motive power from steam to electricity of a tramway which was laid about 1885. The owners were also permitted to extend the track in the city of San Juan, with the consent of the municipal authorities. This work was not completed during military rule.
4. The laying of a temporary railroad track on the public highway for a short distance, so as to connect a detached cane field with the mill where the cane was ground.
5. The utilization of a valuable water power for an electrical installation. Upon the recommendation of the military governor this license was revoked early in 1899 before any work had been begun.

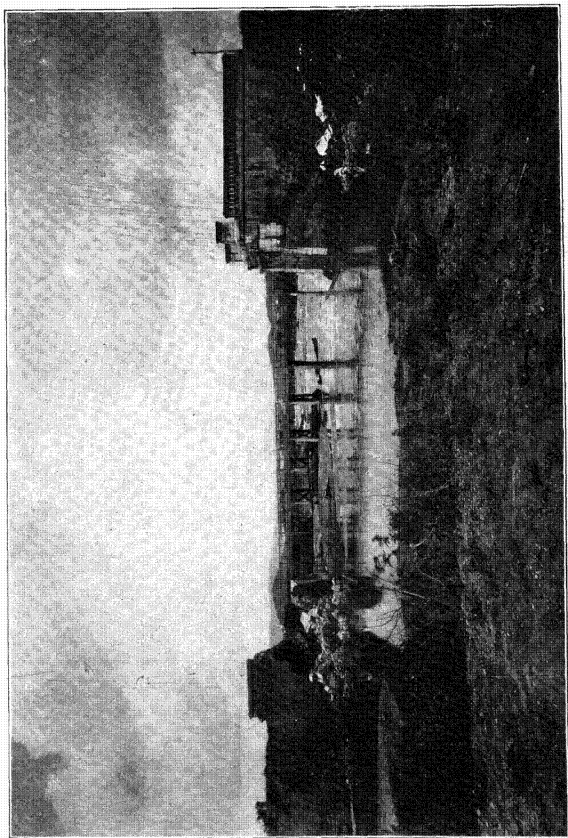


GUAYAMA TO ARROYO. ABUTMENTS FINISHED AND READY FOR SUPERSTRUCTURE.

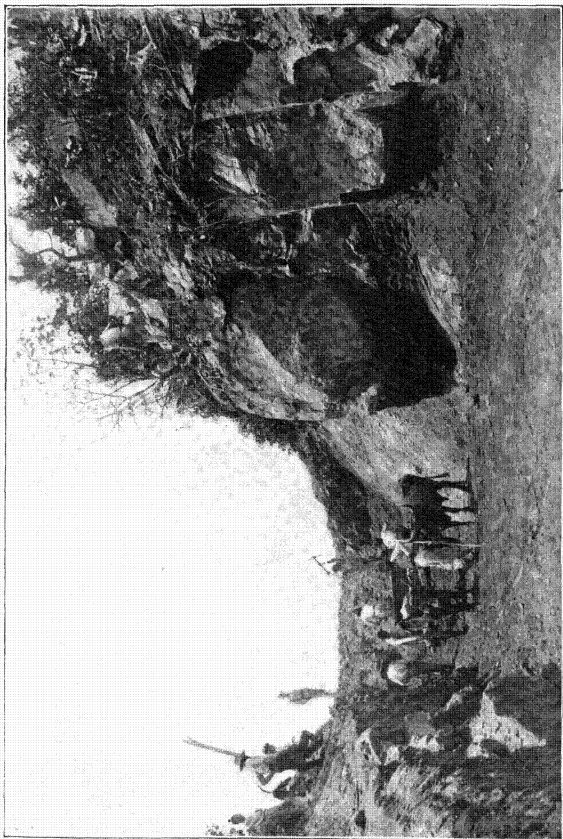


GUAYAMA TO ARROYO. ROLLING SECOND COURSE.



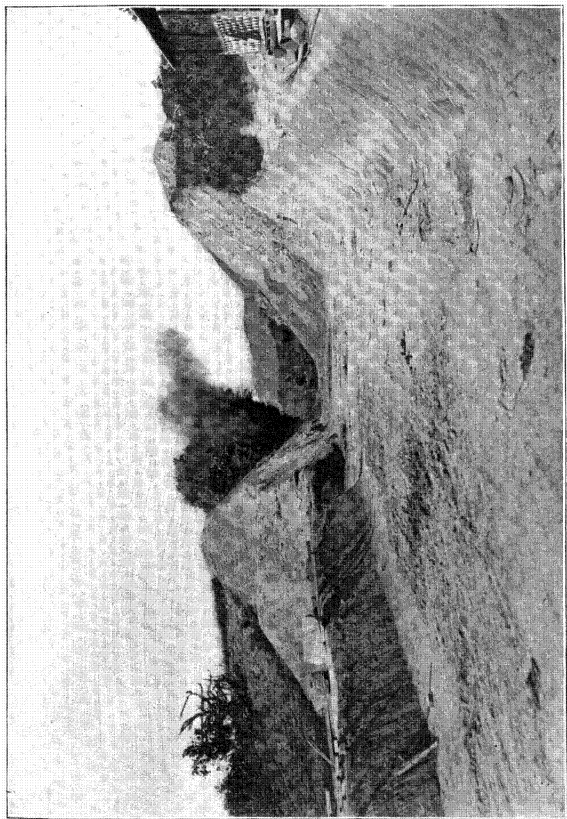


CAGUAS TO HUMACAO. VIEW OF THE PUENTE DE DAMAS, SHOWING WRECKED ABUTMENTS AND TEMPORARY WOODEN BRIDGE,
WITH PART OF THE OLD IRON SHOWN UNDER THE WOODEN BRIDGE.

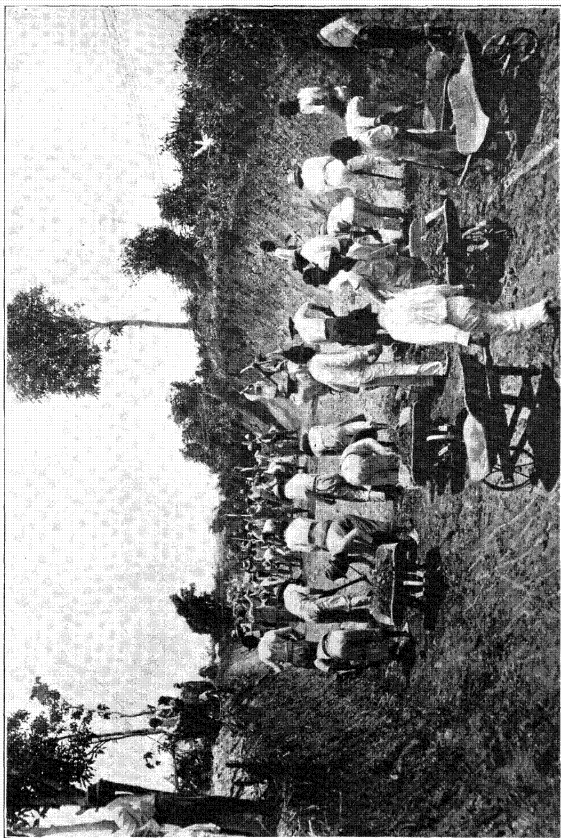


CAGUAS TO HUMACAO. A GRANITE ROCK CUT.

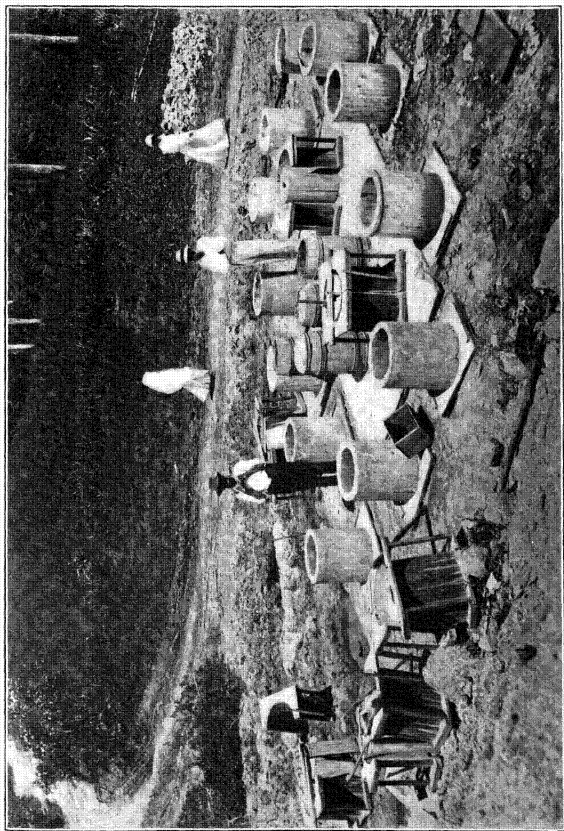




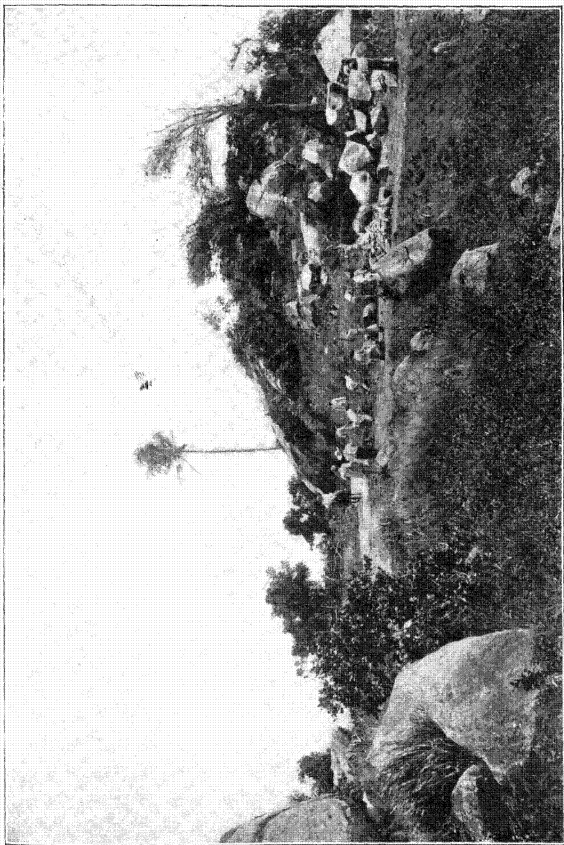
CAGUAS TO HUMACAO. BLASTING IN A HEAVY CUT.



CAGUAS TO HUMACAO. EARTH CUT IN COURSE OF EXCAVATION



CAGUAS TO HUMACAO. MAKING CONCRETE PIPE.



CAGUAS TO HUMACAO. EXCAVATION ON A POINT, SHOWING GRANITE BOULDERS.

6. A right to work a phosphate deposit on the key Caja de Muertos was granted in 1898, but the grantee made only a feeble attempt to utilize his privilege. The last military governor recommended the revocation of this grant.

No public lands were sold during the military occupation, but some sales were made of reclaimed lands owned by the board of harbor works in San Juan, this in pursuance of the Spanish statutes; but the military governor did not permit any further sales after the promulgation of the Executive order of December 22, above referred to.

Some grants for public or quasi public improvements were confirmed under the local laws during the Spanish régime. About a half dozen railroad projects were thus sanctioned. The most important is a road intended to encircle the island near the coast, and to have a total length of some 338 miles, of which 132 have been constructed. To this road the Government guaranteed 8 per cent interest on a cost previously fixed by estimation. The total sum to which the guaranty was intended to apply was nearly 10,000,000 pesos, and of course the interest guaranteed would be nearly 800,000 pesos annually; but the company failed to complete the road within the time limit, and its status and rights under the original franchise remain undetermined. The company operated the portion completed, and sought to exact continuation of subsidy on completed portion of the road, but the claim was denied.

There extends from San Juan to a suburban town 7 miles away a tramway that was acquired by an American company. Its franchise has about forty years to run. There is no subsidy allowed, nor is there any guaranty of earnings.

Another tramway extends from San Juan Harbor front at Cataño to Bayamon, a distance of 4 miles. It receives no guaranty or bonus.

There are two other grants for railroads. One was never built, and the other, some 17 kilometers long, was so seriously damaged by the elements that its service was not reestablished.

There is an electric-light plant in San Juan, another in Ponce, and a third in Mayaguez, all existing by virtue of concessions granted by the former officials. There is also a telephone company in each place, with the same franchise.

San Juan, Ponce, and Mayaguez have river water piped to and distributed in the cities. Guayama also has a rude system of waterworks, and Arecibo has an incomplete installation. These are all owned by the municipalities.

Nearly all the municipal centers in the island were connected with the capital by electric telegraph. The lines were installed by the State some twenty-five years ago and were operated in connection with the postal service, the postmaster being usually the telegraph operator. The service, however, fell far short of being self-sustaining, for the budget of the island for 1897-98 carried the allowance of \$36,540. The line receipts were not stated; but there is no item of income to the island given on the revenue side of the budget as derived from the telegraph. This service therefore cost some 36,000 pesos more than it earned.

The lines as operated by the United States after the repair of damages caused by the August cyclone have a mileage as follows:

	Miles.
Telegraph.....	381
Telephone.....	110
Heliograph.....	18
Total.....	509

The following statistics respecting the operations during the fiscal year 1899-1900 are added:

Number of offices.....	36
Number of signal corps men.....	50
Total line receipts, gold.....	\$18,348.81
Total cost of service, material, and labor, gold.....	75,121.55
Deficit, gold.....	56,712.74

If government messages had been paid for the receipts from that service would have been \$27,217.83 gold.

Toward the close of the period of military government some of the minor offices were closed. The civil government maintained 11 offices.

The United States Post-Office Department has conducted the postal service since American occupation, and still continues this service, which has never been self-sustaining; but the insular treasury was not called upon to make up the deficit after June 30, 1899, the United States Treasury having assumed this burden.

The island has cable connection with Cuba, Europe, and America, via St. Thomas, two lines, and Jamaica, two lines. Government messages between Porto Rico and Cuba are free, in pursuance of the concession granted by Spain to the cable company.

CHAPTER XX.

HURRICANE RELIEF.

On August 8, 1899, Porto Rico was visited by a disastrous hurricane and flood, the immediate result of which was the killing and drowning of nearly 3,000 people, the destruction of millions of dollars' worth of property, including the greater part of the food supply of the island, and the threatened starvation of many thousand inhabitants. In order to fully understand the extent of this disaster, a glance at the economic conditions obtaining in Porto Rico immediately before and after the storm is necessary.

On August 7, 1899, the population of Porto Rico was about 950,000, or approximately 264 to the square mile. Of this number, perhaps 750,000 belonged to the peon or poor laboring class. The island's main source of revenue for many years had been the coffee industry. For the six years ending with the crop harvested in 1898, and exported in the spring of 1899, the average export value of coffee amounted to about \$6,000,000 annually; that is, nearly two-thirds of the value of all annual exports. The total value of property of all kinds in Porto Rico on August 7, 1899, is estimated to have been \$100,000,000. It is supposed that about one-third of that amount was invested in coffee and allied interests, and that about 250,000 of the poor inhabitants were dependent upon the latter industry for a livelihood. The crop in process of maturing in the summer of 1899 was worth from \$7,000,000 to \$7,500,000.

Under normal conditions Porto Rico does not produce sufficient food to sustain her people. Of the 2,000,000 acres, about 1,000,000 were used as pasture and 500,000 more consisted of swamps, woods, or bar-

rens, leaving as the cultivated area only about 25 per cent of the total surface. Bananas and plantains provide fully one-half of the food supply of the island. The production of the other foods is relatively small. Foreign importations of rice, flour, codfish, beans, and hog meats were always large.

On August 8, 1899, 90 per cent of the coffee crop was wiped out of existence, the plantations themselves were severely damaged, nearly all the plantains and banana trees were broken off at the roots, and the fruit strewn around to spoil unless used at once, while of the minor crops, such as corn, potatoes, etc., a large proportion, including even some that had been harvested, was blown or washed away. In addition to this, much damage was done to buildings and property in general, the roads were rendered impassable, and business was paralyzed. The planters, who were almost all in debt, and without ready money, not only found themselves deprived of their only way of paying either principal or interest, but were unable to get further advances with which to clear their farms and plant anew; and however much the value of the property might exceed that of the incumbrances, its owner could secure no financial help, for the enforcement of the mortgage law had been suspended by General Orders, No. 18, Headquarters Department of Porto Rico, published in February, 1899, and no one would lend money on real property on any terms. The peons, who never had anything ahead, found themselves without employment or the prospect of it, and with their natural food supply destroyed. The bananas and plantains which the storm had left upon the ground would support life for a short time, but after that tens of thousands must secure employment or food from some outside source or else starve to death. The military government, confronted by this emergency, had in its treasury barely enough to maintain it under ordinary conditions. The collection even of the usual internal taxes had to be subsequently suspended, and in many cases remitted, as a result of the storm, so that any large expenditure of insular funds to relieve the general distress was out of the question.

A loan was, aside from the attendant delay, equally impracticable, from the conditions under which the government of Porto Rico was being temporarily administered. Moreover, even supposing that money could be obtained, the only form of public work that could be sufficiently extensive and general to give widespread relief was road construction, and for this there were no plans made, rights of way secured, or tools quickly available; besides, the beginning of road work in the season of heavy and constant rains would have been almost impossible, and the results of no permanent value. Under these conditions, it seemed that the only course open to the military governor was to appeal, on behalf of the island of Porto Rico, to the Government and people of the United States for assistance, and to apply the funds and supplies received to the distribution of food to prevent actual starvation. An appeal was made through the War Department, and, pending a response, steps were taken to alleviate the immediate suffering and to so organize the work of relief that all contributions might be utilized to the fullest extent.

A board of charities was at once organized "to take charge of all matters respecting charitable institutions, including homes and asylums for succor of the poor, sick, or incurable who are supported by insular expenditures, together with matters relating to assistance for the suf-

ferers by the recent hurricane." The board was composed of Maj. J. Van R. Hoff, chief surgeon, president; Surg. F. W. F. Wieber, U. S. Navy; Dr. Francisco del Valle Atilas; Capt. G. M. Wells, assistant surgeon, U. S. Army; Capt. F. P. Reynolds, assistant surgeon, U. S. Army; Rev. J. de J. Nin, Catholic priest; Rev. Henry A. Brown, chaplain, U. S. Army; and Harold W. Cowper, acting assistant surgeon, U. S. Army, secretary and disbursing officer. Its functions in this connection were to include the management of all funds and supplies for the purpose, and the distribution of the same in the manner that would most effectively accomplish the desired end. While the formal order announcing the constitution of the board was dated August 12, the president of the board was, by direction of the military governor, furnished with a copy of the order on August 9. The board was thus enabled to organize and to begin its work two days after the disaster that called it into existence. The conditions existing at this time have been already described.

Food in great quantities had to be obtained and promptly distributed or wholesale starvation would follow. No time was lost in taking up the work of relief. On August 9, the day after the hurricane, a circular letter was addressed to each municipal alcalde requesting that he at once nominate three charitably disposed men of the town to act as members of a local board of charity, whose duty it would be to report the most urgent cases demanding assistance, and who would cooperate with the insular board in the work of relief. Two days later, by General Orders, No. 115, Department Headquarters, the island was divided into 12 inspection divisions, corresponding to the 12 military posts, the commanders of the latter being appointed inspectors of their respective divisions, with instructions to send a representative into each of the municipalities of their division "to ascertain the extent of damage to houses and crops; the number of injured and sick, and the number of destitute; the probable amount of food in the district, and the points which demanded immediate attention;" the result of their investigations to be at once reported to department headquarters. The inspectors were to supervise the distribution of such funds and material as might be supplied for the purpose. The same day \$1,000 from insular funds were sent to each inspector for immediate use, and he was also authorized to make issues from surplus commissary stores on hand. The number of inspection districts was soon afterwards increased to 17. By August 12 a rough estimate of the amount of food that would be required had been prepared. It was based upon the idea that 250,000 people would require rations, and that the assistance would have to be continued about seventeen weeks, or until the end of November, by which time it was thought that new food crops would be available. Each ration for one week was to consist of 3 pounds of rice, 3 pounds of beans, and 1 pound of codfish or bacon, which for 250,000 people would require for one week:

Rice, 750,000 pounds, at 5 cents per pound	\$37, 500
Beans, 750,000 pounds, at 3 cents per pound.....	22, 500
Codfish, 250,000 pounds, at 8 cents per pound.....	20, 000
Total, 1,750,000 pounds.....	
Transportation, 700 carts, at \$10 per cart per week.....	7, 000
Total cost one week.....	87, 000

Which for seventeen weeks would amount to 29,750,000 pounds, at a probable cost, allowing \$10,000 for sundries, of about \$1,489,000.

On August 16 and 17 about 47,000 pounds of rice and beans were turned over to the board of charities by the chief commissary, acting under instructions from the department commander and Secretary of War. On the 18th the transport *McPherson* arrived with 1,260,000 pounds of rice and beans and 19,200 pounds of miscellaneous supplies, this being the first shipment from the United States. About ten days later the transport *McClellan* arrived with nearly 2,000,000 more; and between August, 1899, and the 31st of May, 1900, the date of arrival of the last shipment, there arrived in all about 32,445,000 pounds of food stuffs, of which about 30,355,000 pounds consisted of rice, beans, codfish, and bacon, and the remaining 2,090,000 of miscellaneous food supplies. In addition to the above there were received considerable quantities of clothing, medicines, and useful articles of various kinds. With a few exceptions all relief supplies were landed at San Juan, whence they were sent out to depots at the headquarters of the inspection division. Issues were then made directly to the destitute at these 17 points, and also at about 58 other places where subdepots were established, that the needy might be easily and promptly reached. Each subdepot was in charge of a noncommissioned officer, assisted by two or more private soldiers.

One of the earliest and one of the most difficult problems presented to the board was the question of arranging to have food placed within the reach of the needy. On August 16 a central depot of supplies was established at San Juan, under the depot quartermaster. He supervised the receipt of all relief stores and their distribution to the 17 depots in the island, whence their further distribution to the subdepots was in charge of the division inspectors.

Transportation in Porto Rico previous to the hurricane was at best a difficult matter. The only railroad bordered the northern and western coast from Carolina, east of San Juan, to Sabana Grande to the southwest of Mayaguez, there being a gap of about 25 miles in the line between Camuy and Aguadilla. An excellent military road traversed the island from San Juan to Ponce, branches also extending to Guayama, and from Ponce toward Adjuntas. There were no other roads that were not difficult in good weather and impassable to vehicles in bad weather, while in a very large part of the interior of the island, containing a population of two or three hundred thousand, the only means of communication consisted of steep mountain trails over which all supplies had to be carried by the people themselves or by pack animals. The hurricane and the flood that accompanied it greatly increased these difficulties, a fact noted in the report of the officer in charge of the central supply depot:

In addition to doing great damage to houses, crops, etc., the storm had been specially destructive to all large bridges in the country, and the military road at a great many points was filled in with debris, caused by washouts and land slides; the ordinary country roads were obliterated; the railroads of the country were entirely gone for miles; all railroad bridges over large streams were gone, and shipping was badly demoralized; then, too, during the whole month of August, the weather on the sea was very stormy, and sailors, fearing another storm like the great hurricane, did not want to take cargoes, so that it was practically impossible to hire coasting steamers.

In spite of these difficulties the work was successfully accomplished. Previous to the arrival of the first shipment of supplies, detailed

arrangements had been made for its distribution so that no delay occurred. The towns on the coast were supplied by means of coasting vessels, and those inland by railroad, wagons, ox carts, and pack trains, or by a combination of these methods. The size of the inspection divisions was fixed with due regard to the transportation facilities between each depot and its subdepot. Division inspectors were given full authority to make use of whatever means were available for distributing supplies to their subdepots, and while many obstacles were encountered, no serious delay in the delivery of food occurred. Once the food had arrived at the various subdepots, the question of the best manner of distribution arose. The military governor and the board both fully realized the demoralizing effects of a direct distribution of food, and as soon as the first emergency of apprehended wholesale starvation had been met, every effort was bent to the invention of some plan by means of which necessary relief might be assured to the really needy, without its being practicable for the lazy and unworthy to take advantage of the circumstances to live without work. The first system adopted was published in General Orders, 117, of August 14, 1899, of which paragraphs 5 and 9 are as follows:

5. Numbered ration cards will be issued by the municipal boards of charity and signed by the chairman to the needy of his district, giving date, name, and number of adults and children in the family. On this card is a certificate stating that the individual named on the card is indigent, and will require food for a stated number of adults and children for a specified time, which card must be signed by the chairman.

* * * * * *

9. Food will be distributed in bulk from the post to each of its subdepots, which subdepots will be in charge of a noncommissioned officer with two or more privates, who will receive and be responsible for and issue the material invoiced him from the depot.

The municipal boards referred to in paragraph 5 were those organized in accordance with the letter sent to alcaldes by the board of charities on August 9. Rations were issued upon the cards as vouchers and the issues were noted on the cards and also in a book kept at the subdepot. The responsibility for these issues really rested upon the local boards of charities, and it was soon found that their certificates were a farce. A few of the boards, while trying to do their duty, found it impossible, owing to the great number of applications, to properly investigate the individual cases, but in the great majority of towns the boards either did not attempt, through indifference, to limit the issues to the deserving, or else they deliberately countenanced a misuse of the rations for the purpose of assisting their friends or of advancing personal or political ambitions. It was evident that the issue, if continued on these lines, would not accomplish the purpose for which it was intended, but would pauperize the population. In regard to the responsibility of the local boards, the report of the board of charities states as follows:

Herein lies the weak point of the organization, and an explanation of its cause would involve a discussion of the sociological conditions obtaining here, which are not pertinent to this report. Suffice it to say that these people are not accustomed to organize for any purpose, particularly charity, that a gift from the charitable people of our country to preserve the natives here from starvation is not regarded as a sacred charge to be honestly administered, but as a public contribution in which all are entitled to share, and finally a large proportion of the people are chronically indigent and always on the verge of starvation, so that it is no easy matter to discriminate between degrees of indigency.

To lessen the defects of this system the board on September 2 issued a letter of instructions inaugurating a new system, the basis of which was to require, as a requisite for the issue of a week's ration to any family, evidence showing that every able-bodied man in the family had done six days' work under the supervision of an overseer appointed by the official in charge of the local food depot. With a view to the further accomplishment of the real purpose of the relief, and in the hope of lending material assistance to the land owners, who were in quite as helpless a state as their former employees, a scheme known as "planters' relief" was initiated about the middle of September. This plan was essentially as follows: The Government was to furnish to the planter for a certain time the necessary food for the peons (and their families) required for cleaning the land of débris, etc., and for cultivating a new crop. The planter signed a written contract binding himself to see that each family was supplied with a hut and a small plot of land; that this land was promptly prepared and seeded with food plants; that the peons and their families were furnished with their proportion of the food furnished by the board, and that each able-bodied man rendered the corresponding number of full days' work in return.

The procedure under this plan practically consisted in the planters making an application, stating the necessary facts relative to the farm and its requirements. This application was referred to some responsible person for a confidential statement, after which it went to the division inspector for an investigation and report before final action was taken.

Both of the plans outlined above were well conceived and faithfully executed in so far as the board and the officers and men acting under it were concerned. But the latter, in addition to being greatly taxed by the amount of extra work thrown upon them, were acting in a country new to them, the inhabitants of which were radically different from themselves, not only in race and language, but in every standard of public and private conduct. Under these conditions it was inevitable that whatever the particular plan followed the question of the necessity for issues to individuals must ultimately be determined in most cases by information given by the inhabitants. It is a fact, however, much to be regretted, that but little dependence could be placed upon most of the information so obtained. In spite of its most faithful efforts the board soon found two alternatives presented—either some of the destitute must starve in order that the unworthy might not be subsisted without work, or else some of the unworthy must be fed in order that all of the deserving should be reached. The second alternative was chosen, but every possible precaution was taken to make the abuse of the issue as slight as possible. Much thought was given to the details of the plans and the selection of agents. Moreover, frequent inspections of the divisions were required and every effort made to bring to account those guilty of misuse of the relief supplies. During the last three months of the relief work considerable quantities of rations were expended in assisting the municipalities to maintain their chronic poor and infirm. These issues were made through the agency of the local boards of charities, which had meanwhile become a regular part of the municipal machinery. Issues were made and returns rendered weekly and every effort put forth to insure the application of the supplies to the purpose for which they were intended.

During the spring extensive road construction was undertaken, about \$750,000 having been allotted by the War Department for that purpose. As this work was extended and it became practicable to furnish employment for the able-bodied, many of the subdepots were discontinued, and the issues of food in the corresponding districts confined to those made through the local authorities for the support of persons unable to work.

In carrying out the work of relief the board of charities received efficient help from the Woman's Aid Society of San Juan and the Ponce Benevolent Society. The first-named organization was already fully occupied in a most commendable work when the hurricane came, notwithstanding which it promptly extended the scope of its efforts and also established branch societies in other cities of the island. These two organizations cooperated faithfully in the work of relief, furnishing food, work, and clothing to many deserving persons whom it would have been difficult for the board of charities to reach directly.

As the end of November drew near it became evident that the period originally assigned for the continuance of issues would have to be extended in most of the divisions. In the lowlands along the coast affairs had begun, as a rule, to reassume a normal aspect, work in the sugar plantations furnishing employment to many, and some food crops having matured. Except at a few of the centers of population, whither the helpless flocked in thousands, it was considered safe to discontinue the issue along the coast, and by November 30, 1899, 7 of the 17 divisions had been closed up. In the higher country of the interior, however, and especially in the coffee regions, the situation seemed to be almost hopeless. There was no money, the crops had been almost completely destroyed, and the plantations greatly damaged. The planters apparently had neither means nor courage to try to recuperate, but waited in the hope that the Government would initiate some plan for their financial relief. Thousands of the laboring class had absolutely nothing but the relief supplies to save them from starvation, until the time when a new crop of bananas and plantains should furnish them with food. Special effort was made by the board at the time of the hurricane and afterwards to impress upon the people the necessity for promptly planting food crops, every encouragement and assistance in this line, even to the furnishing of the seeds, being given; but whether as a result of the drought that followed the storm, of careless cultivation, of failure to plant, or of some natural law as to the season for planting, it is a fact that little came of these attempts. The time for the general maturing of the bananas and plantains, although successively fixed by the natives as falling in each month from January on, did not actually arrive until midsummer, when, it being evident that the people were as well able to provide for themselves as they could expect to be within any period in sight, issues were finally stopped on July 15, 1900. Up to this date food was still being distributed in the cities of San Juan, Ponce, and Mayaguez, and throughout the divisions of Adjuntas, Aibonito, Aguadilla, Arecibo, and Manati, which divisions represented chiefly the coffee districts. The balance of the supplies in the central depots at San Juan, amounting to some 257,000 pounds, was turned over to the governor of Porto Rico for the assistance of the municipalities in the feeding of their chronic poor.

An important branch of relief work was the rendering of medical

assistance to the sick and injured. Medicines were included in the shipments of relief supplies made by the Merchants' Association committee, and as early as August 25, 1899, the board of charities rewarded a requisition calling for large amounts of medical stores, which were subsequently furnished. Pending their arrival, army surgeons throughout the island were authorized to make issues on the request of division inspectors. On March 19 the military governor obtained an allotment from the War Department for the assistance of municipal hospitals, and over \$7,000 of this fund was subsequently spent in the refitting and maintenance of these local institutions. Between August, 1899, and June 30, 1900, medical supplies to the extent of some 120,000 pounds were furnished to 34 municipalities.

Immediately after the hurricane a provisional hospital was established at Ponce, which was maintained for six months, and did much to afford relief, 427 cases being treated in it. Physicians employed by the board were also sent to Humacao soon after the storm to assist the injured, and in one or two other cases similar action was taken. As a rule, however, it was the policy of the board to lend assistance in the form of supplies, the municipal physicians being required to attend those needing their services.

The sources of funds and supplies were several in number. At the time of the hurricane there existed in New York an organization known as the Colonial Aid Society, the object of which was to assist the Porto Ricans by supplying clothing, etc. An appeal had been made by this society to the Merchants' Association of New York, and a committee of the latter had been appointed to aid this society in raising funds and clothing for its purpose, the result being the obtaining of about \$1,100 and a considerable quantity of raw material to be made up. Immediately after the storm the Secretary of War requested the Merchants' Association to cooperate with the War Department in raising money, food, clothing, and medical supplies. The association thereupon formed a committee, with Governor Roosevelt as chairman and Mr. W. R. Corwine as secretary, and an appeal was issued. Meanwhile shipments of medicines and clothing were forwarded, the payment for those purchased being made from the funds collected for the Colonial Aid Society, and by advances subsequently repaid from funds contributed in response to the appeal.

On August 19, 1899, the Secretary of War appointed a central Porto Rican relief committee, with headquarters in New York City. Mr. Cornelius N. Bliss was president and Mr. Corwine secretary of this committee. Through the cooperation of the officers and employees of the Merchants' Association and of the National Bank of North America, and the zeal and ability of the gentlemen having charge of the relief work, the most signal assistance was rendered to the Porto Ricans at a very small proportionate expense. The committee besides taking charge of the receiving and forwarding of contributions gave to the public useful information as to the class of supplies most needed.

In addition to what was forwarded through the above channels, many contributions of money and supplies were sent direct to the board of charities of Porto Rico. The funds thus secured proved of great value, since they could be applied without delay to purposes for which no other money was available.

The immensity of the work of relief made it impracticable to depend on private contributions alone for the food needed and other supplies.

Extensive purchases were made under direction of the War Department by officers stationed in New York City, and the supplies forwarded by transports to San Juan.

There was disbursed by the central Porto Rican relief committee, as stated in the committee's report to the Secretary of War.....	\$46,072.09
There was disbursed by the board of charities of Porto Rico—	
(a) From insular funds allotted	\$5,948.67
(b) From funds contributed	12,734.07
(c) From special allotment of War Department for medicines, etc	7,090.34
	25,773.08
There were purchased by the Commissary Department of the Army and issued through the board of charities of Porto Rico supplies to the value of	831,480.16
There was actually paid to civilians by the Quartermaster's Department of the Army for transporting supplies in Porto Rico	36,002.73
	<hr/>
Making a total in direct money expenditures of	939,328.06

When there is considered, in connection with this, the cost of all the supplies contributed in kind, the value of the transportation furnished by Government transports, wagons, etc., and the thousand and one indirect expenses connected with the relief work, the entire cost of the latter may safely be fixed at not much less than a million and a quarter dollars.

Throughout the entire period of relief work a thorough system of accounting was maintained. Transfers of either funds or supplies, under control of the board of charities, were made upon regular invoices and receipts, expenditures and issues being supported by vouchers attached to returns that were rendered at stated intervals. At the close of the work a complete audit of all returns of receipts and issues was made by an officer of the Inspector-General's Department of the Army. His report, which goes into the audit in detail, closes with the following words:

Regarding the entire management of the relief work, considering its stupendous proportion, the character of the people to be succored and assisted, and the difficulties of transportation in reaching them, the returns and records indicate that it was conducted with business-like care and that the relief was honestly and intelligently approved.

In summing up the work of relief, the board in the report submitted by the president states as follows:

The experience of the year of free food distribution in Porto Rico confirms the views advanced in the very beginning of the work, that such a form of relief is morally most dangerous, even though surrounded by every possible safeguard. As stated in the opening chapter of this report, we had a condition to meet—the people were starving. There was no money and no way to get any; only food, and how much of that even we did not know. So we were forced to employ the sole means at hand to keep these people from starving to death. I believe it is necessary to reiterate this fact that all may understand the exact position of this board. With this means only at command, what has been accomplished? The board has received and distributed over 32,000,000 pounds of food and thousands of articles of clothing. It has furnished medicines and sick comforts to every municipality. In a word, it has kept a hundred thousand people here alive who otherwise would have been dead. This is the absolute measure of its accomplishment. With this food the board has cleared and cultivated over one-fourth of all the coffee plantations in Porto Rico, it has built or repaired numerous trails leading in every direction through the mountainous regions of the island, it has cleaned up the towns, rebuilt hundreds of houses, and it might have done even more but for the lack of the mere implements to put into the hands of the tens of thousands of laborers who were forced to work for their lives.

As to the necessity for the extensive distribution of relief supplies in Porto Rico, the trade statistics published in Bulletin 13, United States Department of Agriculture, Section of Foreign Markets, are pertinent.

For the years 1894 and 1895 there were imported into Porto Rico of the leading articles of food (solids) an average of about 130,000,000 pounds. For the year 1899 the corresponding importation through the custom-house was less than 79,000,000 pounds. There were sent for relief work up to December 31, 1899, 19,000,000 pounds of food, making a total of food imports for 1899 of 98,000,000 pounds, or 32,000,000 pounds less than the annual average for two former years, when the population was less and the home supply was normal. It is conservative to estimate the destruction of the native food supply by the hurricane at one-half; so that, even with the outside assistance given, Porto Rico consumed in 1899 only one-half as much home food and three-fourths as much imported food as in former years, when its population was less.

The statistics as to the exports of cattle, taken from the same source, are also worthy of notice. For 1894-95 the average annual value of cattle exported was \$154,014; for 1899 the value of the exports was \$852,169. The corresponding values of the exports in hides and skins were, for 1894-95, \$58,594, and for 1899, \$71,975.

It appears, therefore, that while in 1899 the exportation of cattle from Porto Rico was greater by 453 per cent than the average for the year 1894-95, the home consumption (as measured by the exportation of hides and skins) was increased by less than 23 per cent.

The mortality statistics also show beyond question the effect of the diminished food supply:

	1899.							1900.					
	June.	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May.	June.
Number deaths.....	2,769	3,037	6,072	3,706	4,581	4,674	3,967	3,297	2,457	2,524	2,418	3,208	3,712
Rate per thousand..	35	38	76	46	57	58	49	41	31	31	30	41	48

Yearly rate per thousand:

1890	32
1891	28
1892	27.6
1893	25.7
1894	28.5

Yearly rate per thousand—Continued.

1895	29
1896	27.7
1897	34
1898	35
1899	41

CHAPTER XXI.

THE ARCHIVES, ETC.

In the preparation of this work the writer has had access to the official archives, but of ancient documents there were very few, and there are several reasons for this.

The climate is one of excessive humidity and all kinds of parchment and paper rapidly decay, unless protected with great care—such care, indeed, as they apparently never received. Some documents were found, scarcely more than a century old, which either crumbled into dust or were illegible, and very few papers of greater age than one hundred years exist in the island to-day.

There are certain moths and ants that play havoc with all books and papers. One of them, the polillo, is responsible for very great destruction of the archives, the books and manuscripts being simply cut to pieces and often wholly ruined by these insects.

Another reason for the absence of the old records is the fact that the capital was twice captured in war—the first time by the English under the Duke of Cumberland in 1598, and again in 1625 by the Dutch. On the last occasion everything that could be burned, carried away, and destroyed was given up to flame and pillage. It is not surprising that no records have been preserved of date preceding the capture of the city by Hendrickzoon of the Dutch West India Company.

A further cause of the disappearance of the records lies in the fact that the returning governors often stripped their offices of the records of their own times.

Finally, the Spanish authorities, in 1898, are known to have taken with them, or destroyed, or permitted to be taken by unauthorized parties, many valuable records respecting the island.

An insular library was never formed, or even attempted; but there was founded in the nineteenth century a literary society, *El Ateneo*, and its members accumulated a few thousand books, but in 1890 there could not be found on their shelves more than one out of five of the historical and statistical works whose titles appeared in the catalogue.

The city of San Juan has a public library, but this is an imperfect and unsatisfactory collection, as it does not contain more than half the works of local writers published in Porto Rico in the present century, and many of the sets are incomplete. Ponce also has a small collection of books. There could not be found in any library a copy of the original edition of *Abbad*, 1788.

There are a few private collectors who have respectable accumulations of historical material, printed and in manuscript; but of such collections, made in the early part of the century, those of *Acosta* and *Tapia* have been scattered and lost since the demise of these writers. The best existing collection has been formed by *Dr. Cayetano Coll y Toste*, and this enlightened investigator is making good use of his literary accumulations as means and opportunity are available. *Salvador Brau*, of San Juan, is also an industrious and intelligent writer who is doing his share to prevent the past of this island from being forgotten.

The palace of the governor-general was of ample size to have provided space for the archives, and the authorities should have seen to it that the archivists, for whom appropriations were annually made, did not neglect this duty; but what the Americans found in Porto Rico as a depository of the captain-general's records was a lean-to stable shed, outside the official residence of that officer, in which were deposited some cords of paper, books, and records, in the utmost disorder and abandonment. This mass was overhauled by *Dr. Coll* for the military governor, and all that was legible and of any value was saved. Copies of everything useful in Porto Rico were retained, but 150 large chests of printed and written matter, some valuable, but more probably valueless, were shipped to the Congressional Library in Washington, this in pursuance of orders from the War Department.

There is no history of the island that is at all satisfactory, and, indeed, the material for such a history does not exist in the island. If the annals of Porto Rico are ever assembled and published it can only be accomplished after the royal archives in Seville, Burgos,

Salamanca, and Valladolid, also the church records of Seville, Valencia, and the Vatican, are carefully examined. Buried in these depositories are undoubtedly priceless records bearing upon the history of the Spanish colonies in America.

The Spanish Government has done much to bring these records to light, and the private collectors Juan Bautista Muños, Alejandro Tapía y Rivera, Cayetano Coll y Toste, and Salvador Brau have supplied historians with most valuable material; but undoubtedly there yet remains a vast accumulation of archives of the sixteenth, seventeenth, and eighteenth centuries which, when brought to light, will clear up many obscure points in American history.

THE ARMS OF PORTO RICO.

Many applications from the United States and Europe were made to the military authorities during the occupation for specimens or impressions of the coat of arms or the state seal of the island.

Investigations were instituted with the object of ascertaining the history of the device which was generally regarded as the arms of the island.

These were usually represented by a white lamb standing on a rock in the ocean, carrying a standard flying a small red banner. Within the oval space near the top were the letters F & I, while surmounting all was usually shown the crown of Castile. There was no motto or legend. The composition was often varied, as well as the colors used, this apparently according to the fancy of the individual draftsman.

There was found in the Biblioteca Historica de Puerto Rico, published in San Juan in 1854, by Alejandro Tapia y Rivera, what purports to be a copy of the Royal Cedula of King Ferdinand, wherein that monarch prescribed the arms for Porto Rico. The following is a translation of this document:

DON FERNANDO, ETC.:

Whereas the council, judges, etc., of San Juan, have, through your solicitor (procurador), Pedro Moreno, petitioned that as there is on that island a Christian settlement, and the founding of others is intended, therefore it is proper that a device and arms to be used on standards, seals, etc. I have seen to it that the island may have arms as follows:

A green shield, and on it a silver-colored lamb standing on a red book supporting obliquely a flag with a cross and finial as is carried in the device of St. John, and on the borders of the shield, castles, lions, and banners, and besides, as a device an F & I, with their crowns and yokes (yugas), and arrows with an encircling inscription in manner following: (Inscription omitted.)

Burgos, November 8, 1511.

Designed by the Bishop of Valencia. There was another design by the Queen.

Here, then, we have the royal rescript for the coat of arms for Porto Rico, all save the motto, and, considering that the canon of the Cathedral Church of San Juan, Torres Vargas, supplies this omission, it is almost certain that we know exactly what was the expressed will of the King as respects this matter, but, notwithstanding, the island was not using these arms as its seal in 1898, indeed it had no official seal; so we find that the will of the sovereign was not realized.

Two coats of arms for Porto Rico are described by the canon, Torres Vargas, in his *Descripcion de la Isla y Ciudad de Puerto Rico*, etc., written in 1647, and found in Tapia. One was used by the island

authorities and the other by the church. The former is thus described by the canon of San Juan Cathedral:

The arms of Porto Rico were given by His Majesty in the year 1511, at which time Pedro Moreno was solicitor (procurador). They are a lamb (of St. John patron of the city) bearing his small banner standing on a book, and all on a green island, which is Porto Rico, and on the sides an F & Y, signifying Fernando and Isabel, the Catholic kings who gave the city of Porto Rico the same privileges as were given the island of Espanola (Santo Domingo), so says Antonio Herrera in his work entitled General Chronicle of the Indies.

The church arms are thus described by the same writer:

In the city there is a very ancient cathedral. It was commenced on a very large scale, if it ever will be finished. It is known as the Cathedral of St. John the Baptist, and has for arms a lamb standing on an island holding obliquely a cross, and placed within, in a circle, the words, "Joames est nomen eius."

In a paper accompanying the description of Torres Vargas, author not named, is a further statement respecting each of these arms, but the only difference noted between the two accounts lies in the fact that the anonymous writer refers to a white lamb standing on a book and carrying a small red banner.

There is an interesting fact respecting the arms of Porto Rico, for which an explanation has been sought in vain, and that is, that wherever the device is seen the lamb is always represented as standing on an island in the ocean, but there is never any indication of a book. Some of those who claim to know insist that the letters F and I are an abbreviation for the words *fiel isla*, or loyal island, but those offering this explanation forget that these words were not applied by the King to Porto Rico until just subsequent to the successful defense of the city during the English blockade in 1797.

It was suggested by a well-informed native that the arms, as customarily displayed, were the arms for the church, and that the others, which contained the further indication of the book, were designed for secular uses. This is probably the correct explanation, but it is certainly remarkable that no one in the island, neither clerical or secular official, can give any pedigree of the device which is occasionally seen.

There is another noteworthy fact, and that is that these arms for the island seem to have, and to have had for a long time, no official use, such as the arms of a king were applied to in the past, i. e., for officializing public documents with the impressions upon wax or paper. The only purpose to which that ancient Porto Rican device was applied during the last years of Spanish rule was to illustrate advertisements and illuminate the title-page of books and pamphlets. It appears to have no official use whatever, and even the knowledge of it seems to have largely disappeared.

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APPENDIX A.

MILITARY GOVERNMENT.

- EXHIBIT 1. Municipal police of San Juan.
2. Insular police
 3. Directory of the military government, April 30, 1900.
 4. Civil government, organic act for.—Congressional legislation.

EXHIBIT 1.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 2, 1900.

THE ASSISTANT ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: I have the honor to submit the following report of my tour of duty with the municipal police force of this city.

Upon taking charge, April 7, the police force was to me in an appalling condition,

the men were political appointments entirely; not more than one-half were up to the standard required by the police regulations. Every man felt that his position depended upon his not offending an alderman, politician, or voter. As a result, an arrest of a native of the city was frequently omitted. In a short time it developed that truth was almost an unknown quality, and there were thieves even among the policemen themselves. Nothing was safe in the police headquarters, except under lock and key. The men knew nothing of the use of their weapons. Many of the force had never fired a revolver, and in reply to the question, "When do you have pistol practice?" The chief referred me to the killing of a sailor on Plaza Cristobal Colon, for which two of their members are now confined in the prison by sentence of United States provisional court. The force was ordered to fire in the air when there was a crowd of people concerned in a disturbance. This may account for the numerous harmless fusillades heard in the city. Some of the policemen carried rags in the barrel of their revolvers as tompons even when on duty.

The infliction of fines or punishments was immediately followed by resignation, more in the manner of spoiled children than men. The chief seemed to allow much more talk than was necessary or conducive to discipline. The posts were arranged so that policemen had long beats, and they moved only back and forth. The force had just passed through the labor riots with great discredit. According to their statement the failure to arrest the instigators of this trouble was due to the orders of the alcalde. The force expressed a desire to seize one Mr. Iglesias and Mr. Conde, Socialist leaders, if anyone would give the orders. No reserve was kept at headquarters. The dead wood list of sick, absent, and those unable to stand the night air was over 25 per cent of the force.

Upon taking charge, the following describes the work attempted:

A reserve was established; orders were issued that in case of further labor trouble Mr. Iglesias and his two assistants, if in the vicinity, must be arrested. This was evidently carried to the first named and no opportunity arose to put it in force. Drills of thirty minutes a day for each man, in addition to regular duties, were inaugurated under Sergeant Tembleg, Porto Rican Regiment, U. S. Vols. These embraced setting-up exercises, marchings, facings, steps, and pointing and aiming drills. Instruction was given in the use of the club; for this purpose a wooden head on a handle was used. Different holds for handling of obstreperous men were taught. Pistol practice was held and a great deal of improvement obtained. Some of the men developed into first-rate shots. Up to May 1 I had hopes of making a permanent improvement in the force, both morally and physically, but after the installation of civil government that hope gradually disappeared, due to the opposition of the municipal authorities and the police themselves.

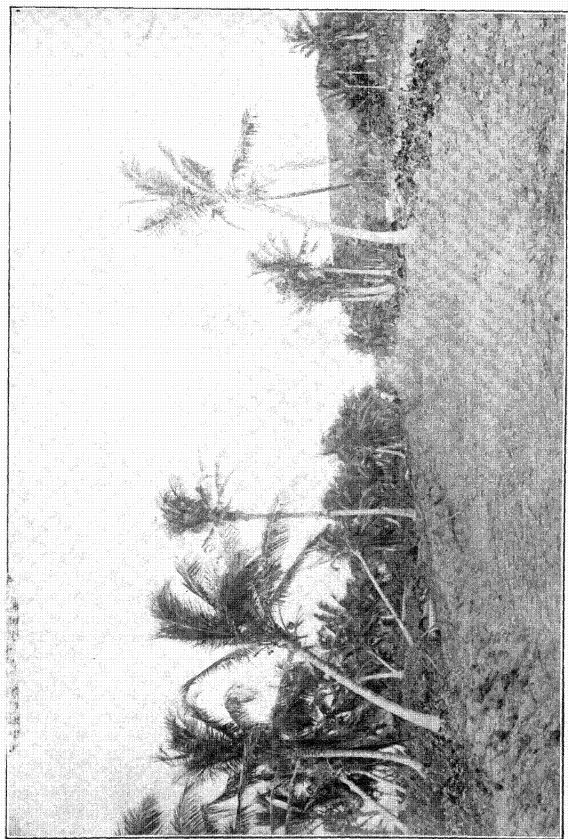
A personal examination of the force resulted in expelling eight weaklings. Threats of dismissal and recommendation that one-half pay only be drawn during sickness, brought back some of the absentees, and for a time it appeared that deadwood might be expelled from the force. After the 1st of May absence was granted without reference or consultation with the inspector, and the deadwood list soon returned to its abnormal condition.

A thief was discovered on the force and by efforts this case was sent to the court. The principal witness, another policeman, was threatened with expulsion from the force by a politician if his testimony did not correspond to a statement dictated by the politician. Charges were preferred against this politician for suborning testimony. Neither case has been completed as yet, to my knowledge, although occurring in May.

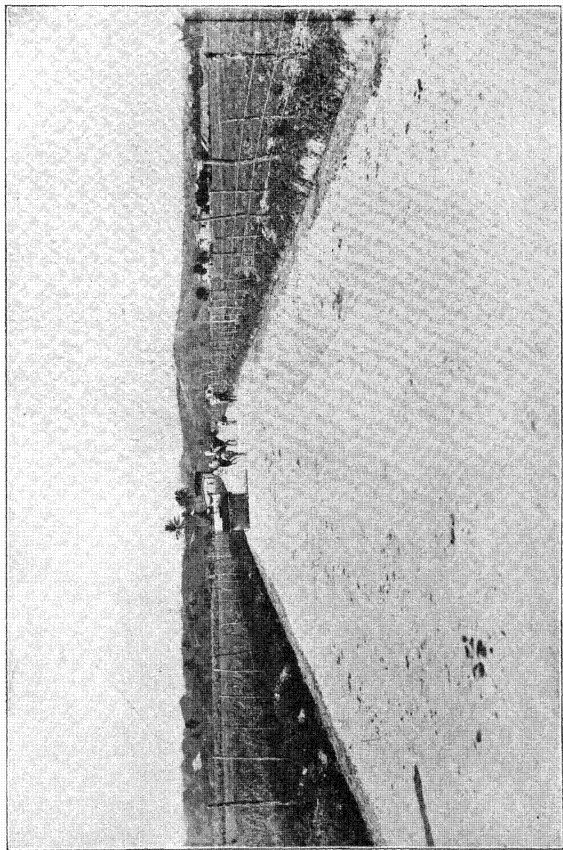
A woman prisoner confined in a cell in the station house at Santurce was virtually seduced by Municipal Inspector Ravel Diaz, and forced by Corporal Bisoso of the police force. Their dismissal by the city was demanded, but suspension followed pending their trial by the courts to whom I forwarded charges. The first court sentenced each to three years and to pay the woman an indemnity of 2,000 pesetas. The second court, through tricks of the law, declared them not guilty. The alcalde and all parties, even the lawyers, knew and some acknowledged the men were guilty. Their dismissal was again demanded; they were reinstated, and at this point I requested to be relieved from duty with a force over which I had no authority. Afterwards Corporal Bisoso was dismissed, but the municipal inspector, Ravel Diaz, was retained, and is at present in Santurce in his old position. This man abused the privilege of his public office, and entered a woman's cell after midnight and obtained carnal knowledge of the woman while there, and yet is retained in his position.

It is recommended that no female prisoner be confined in the station house at Santurce.

The disreputable gang infesting Sol and Luna streets, virtually hangers-on of pub-

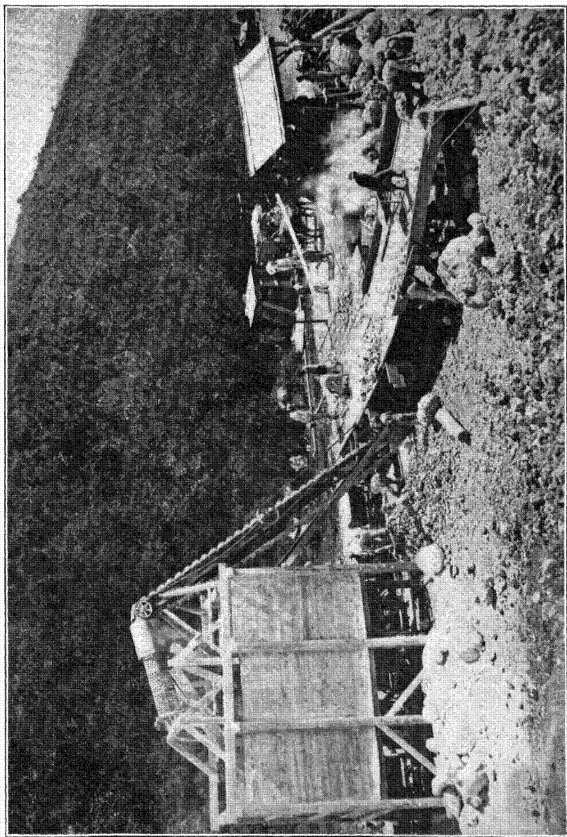


CAGUAS TO HUMACAO. TYPICAL VIEW OF THE COUNTRY ON THE FLAT AT HUMACAO PLAYA.

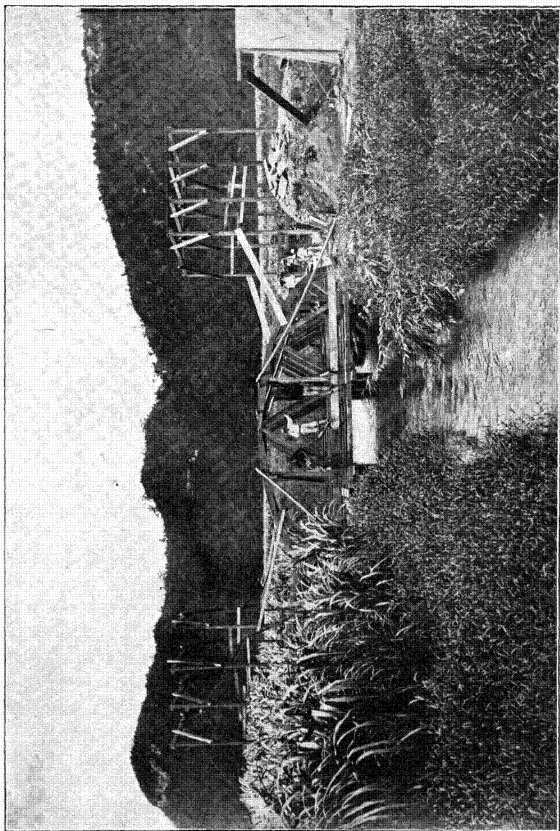


ARECIBO TO PONCE. FIRST COURSE OF STONE BEING LAID.

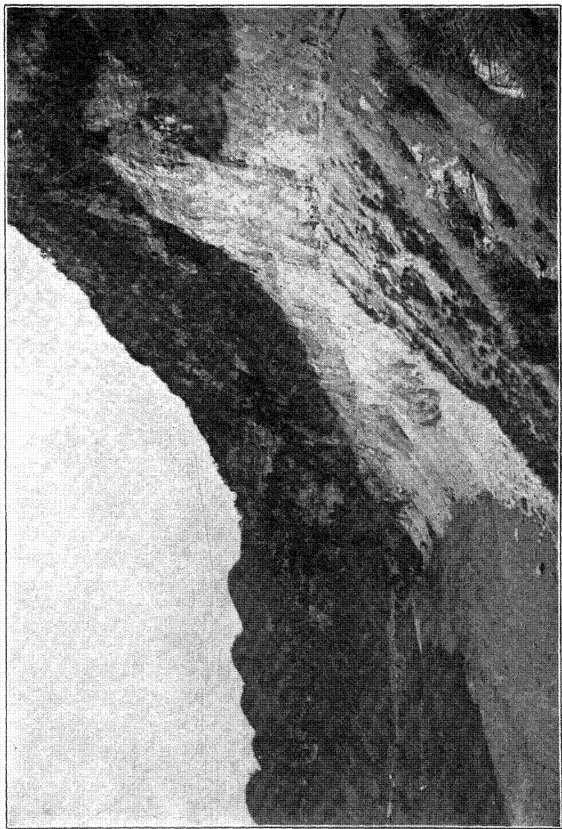




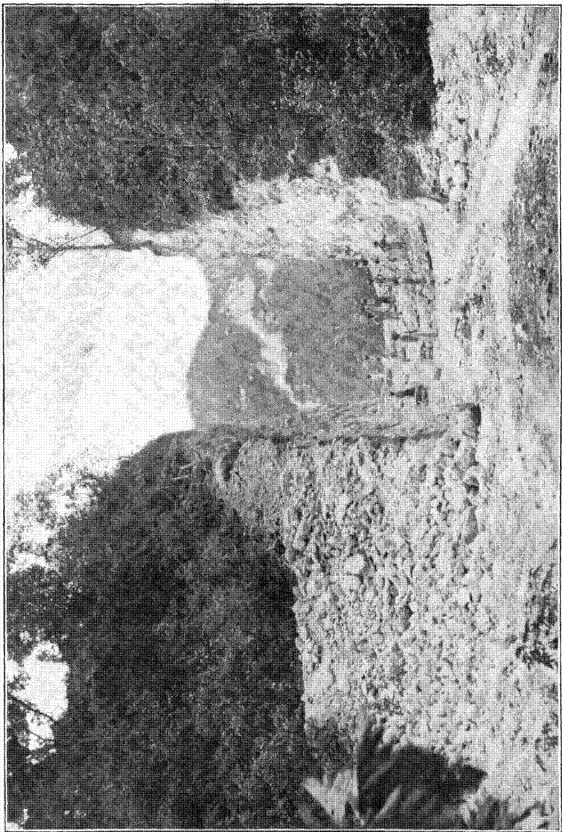
ARECIBO TO PONCE. A STONE-CRUSHER AT WORK.



ARECIBO TO PONCE. FALSE WORK AND CENTERING FOR CONCRETE BRIDGE OVER THE TANAMA RIVER.

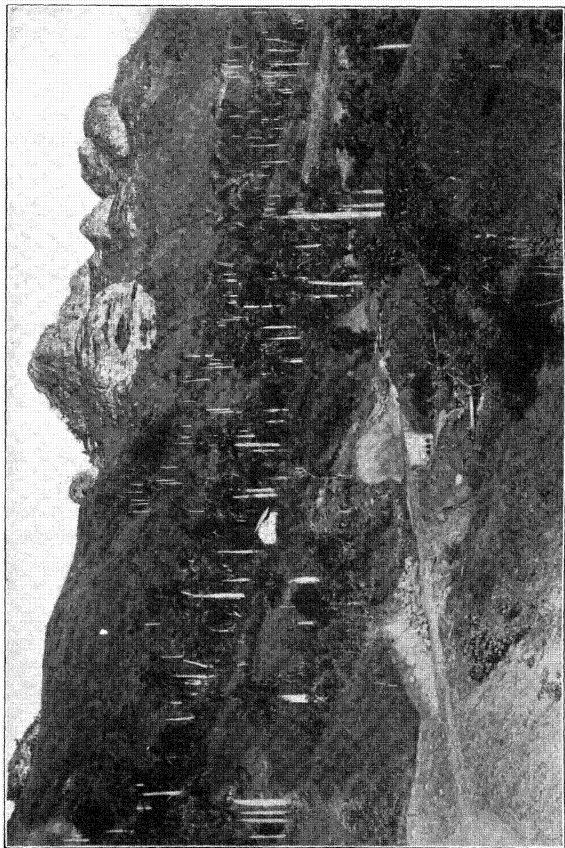


ARECIBO TO PONCE. VIEW OF PRECIPITOUS CHALK BLUFF IN COURSE OF EXCAVATION, LOOKING SOUTH.

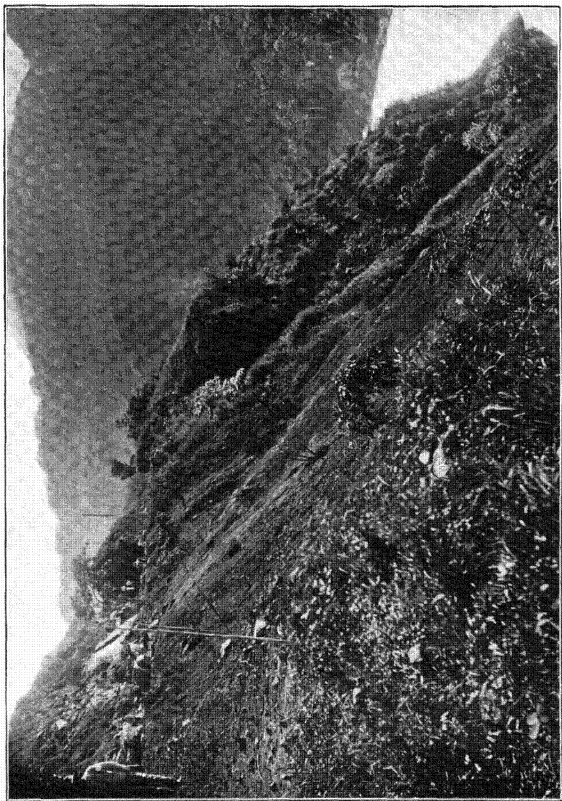


ARECIBO TO PONCE. A HEAVY THROUGH CUT, LOOKING SOUTH.





ARECIBO TO PONCE. VIEW OF THE EXCAVATED ROAD IN THE VALLEY OF THE RIO GRANDE, SHOWING CULVERT WITH THREE LINES OF CONCRETE PIPE.



ARECIBO TO PONCE. VIEW OF ROAD IN EXCAVATION.
About 250 feet above the river.

lic women, engaged in resistance to the police in June, and after orders were issued to arrest everyone recognized as engaging in this resistance and assault of soldiers, ten arrests were secured. Heretofore this gang always succeeded in escaping free and having the police punished. Two policemen have been killed in that neighborhood and their assailants were not punished. The assistance of the island government was requested, and with excellent results. The district court of San Juan sentenced eight of them to six years' imprisonment and a payment of a fine of 1,000 pesetas. It is believed that the gang is broken up, as the ringleaders were all arrested and are now confined in the carcel. It is needless to say that the police force are elated.

From the disapproval of my request for relief, my position with the police force has not been a bed of roses. Nothing was done by the municipal authorities that I recommended, if it could be avoided. One policeman, Dominguez Fernandez, was recommended for an immediate dismissal for raising a scandal while drunk in the American bakery, for lying while there, for lying before the alcalde in his testimony, and for procuring two natives to corroborate that false testimony. He is still a member of the force.

Upon the dismissal of Corporal Bisoso a vacancy was left in the list of corporals. I sent a list of four names, requesting the appointment of any one of them to fill the vacancy; another man, not mentioned in the list, was selected. He is a good man, but his services were not so much noticed as those of the men on the list submitted. Two vacancies occurred, and a list of the men examined who were fitted for the position, consisting of twelve names, was forwarded to the alcalde and a request that two be appointed. The council appointed two men, but none on the list, and one of the appointees had been rejected as physically unfit. Rumors of labor troubles were plentiful during the last of July, and I requested that the reserve be continued, which I had inaugurated in April, until the termination of labor trouble. According to orders, my duty with the municipal police force terminated July 31, 1900. August 1, however, Colonel Harrison, inspector-general, U. S. Vols., was fortunate enough to arrest two strikers in the act of maltreating workmen returning from Casa Blanca, and, while at the police station, was forced to eject the Socialist leader, Mr. Iglesias. I afterwards went with him to the police station for him to enter formal complaint. There was a marked disposition manifested by the chief not to arrest the Socialist leader, but he was finally induced to do so after Colonel Harrison had furnished written complaint. At present writing the agitator Iglesias is still in jail. The police have taken heart and arrested the next day three more men for intimidating laborers, and they now have an order for the arrest of Mr. Conde, the assistant of Iglesias, for libelous publication. It is believed that if the agitators are confined for a short time labor troubles on the island will soon be adjusted.

It is my belief that the present force, with their slight knowledge of English, do not always give full justice to English-speaking persons; the natives seem to be unable to tell the absolute truth if it is against his interest. Their story is readily understood by the police and often to the injury of English-speaking persons.

The policemen readily took the new ideas at first, but as a rule had to be forced to reach a state of proficiency. There is not a suitable man for chief of police on the force. I again report that a live, energetic American ought to be placed at the head of this police force, and there is no doubt that in cases involving Americans and natives justice could be more nearly attained by American laws, administered by American judges. The pay of a policeman is altogether inadequate for good men, being only \$24 per month (40 pesos). I recommend that it be raised to \$40 (American money).

As the force exists now the buying of police protection becomes necessary to the life of a policeman, who must furnish uniform, food, and a house for \$24 per month.

No other raids on gambling houses than those previously reported have been made. It is believed that they are protected by both the police force and the courts.

A system of regulation for the police force for the city of San Juan has been gradually evolved by me, and one copy was forwarded in previous report; another has been sent to the alcalde for his perusal and action. Nothing has been heard of it since. The present regulations are defective in that the chief of police is nothing more than a puppet in the hands of the alcalde; his name as a chief is a misnomer.

I regret that this duty did not come to me during the continuance of the military governor, for my labors would have resulted in permanent benefit. Under existing conditions most of the labor has been in vain. Unless constantly prodded, the force will soon be in its former condition.

Very respectfully,

JOHN W. HEAVEY,
*Captain, Eleventh Infantry, U. S. Army,
Late Inspector of Municipal Police of City of San Juan, Porto Rico.*

EXHIBIT 2.

HEADQUARTERS OF INSULAR POLICE,
San Juan, P. R., April 30, 1900.

First Lieut. J. S. BATTLE,
Eleventh United States Infantry,
Inspector of Insular Police, San Juan, P. R.

SIR: I have the honor to submit the following report on the insular police of Porto Rico:

During the former Spanish régime the police service of the island had been performed by two bodies of military organizations called the "Guardia civil" and the "Orden publico."

THE "GUARDIA CIVIL."

It was established in 1872 for the purpose of policing the rural districts of the island. Its total strength was 770 officers and men, classed as follows, and with the yearly pay:

1 colonel, at 4,680 pesos.....	\$2, 808
1 lieutenant-colonel, at 3,930 pesos.....	2, 358
2 majors, at 2,580 pesos.....	1, 548
7 captains, at 1,650 pesos.....	990
12 first lieutenants, at 1,362 pesos.....	817
8 second lieutenants, at 1,200 pesos.....	720
2 veterinary surgeons, at 1,200 pesos.....	720
22 sergeants, at 516 pesos.....	310
74 corporals, at 297 pesos.....	178
12 trumpeters, at 273 pesos.....	164
64 privates of the first class, at 286 pesos.....	172
565 privates of the second class, at 273 pesos.....	164

Of this force 261 men were mounted and were doing duty along the coasts. The infantry was stationed in the interior of the island. The whole island had been divided into two districts. A total number of 104 posts had been established, of which 27 were headquarters of officers.

THE "ORDEN PUBLICO."

It was established in 1888 for the purpose of doing police duty in the larger cities in conjunction with the municipal police forces, and consisted of a total of 235 officers and men, classed as follows, and with the yearly pay of each grade:

1 major, at 2,640 pesos.....	\$1, 548
1 captain, at 1,500 pesos.....	900
7 lieutenants, at 1,116 pesos.....	669
8 sergeants, at 480 pesos.....	288
16 corporals, at 360 pesos.....	216
200 privates, at 288 pesos.....	173

Of this number 66 men were on duty at San Juan, 33 each in Ponce and Mayaguez, and 23 each in Humacao, Guayama, Aguadilla, and Arecibo.

After the withdrawal of the Spanish army and with it the above-mentioned police forces, and as a consequence of the late war, the conditions on this island were in such a bad state that a reign of terror was existing everywhere. Armed bands of assassins and incendiaries were in control of the largest part of the island, levying tribute from the merchants and planters. The army was unable to check these depredations, as the soldiers were not familiar with the hiding places of these bandits, were unable to procure information from the terrorized inhabitants, and were very much handicapped by their ignorance of the Spanish language. It was thought that an armed force of natives would be more able to stop these depredations, and such a force, called the insular police, and composed entirely of natives of Porto Rico, with the exception of myself and two clerks, were organized by order of the late Maj. Gen. Guy V. Henry, military governor, on February 7, 1899, who placed me in charge of its organization.

On February 13, 1899, the new force commenced to perform duty. Its personnel consisted of myself as chief, 1 assistant chief, 2 captains, 2 first lieutenants, 2 second lieutenants, 1 secretary, 14 corporals, and 85 privates. On February 22, 1899, it was

increased by 1 captain, 1 first lieutenant, 1 second lieutenant, 14 corporals, and 89 privates.

As the good services performed by this force became apparent, numberless petitions were received for establishment of additional posts of this force throughout the island, and on account of the necessity for this in many cases the numbers were further increased from time to time, until at the beginning of the fiscal year, July 1, 1899, it consisted of myself as chief, 1 assistant chief, 4 captains, 10 lieutenants, 2 clerks, 49 corporals, and 353 privates, making a total of 420 officers and men.

DISTRIBUTION.

This force is distributed throughout the whole island in posts located in the rural sections, with the exception of a few at stations of officers in towns for easier and better communication with headquarters.

The island is divided into 4 districts, each in command of a captain, and having 14 precincts, each commanded by an officer or corporal. A precinct is composed of 2 or more posts, each consisting of 1 corporal and 6 to 10 privates. There are 50 posts of insular police in Porto Rico and the neighboring islands of Vieques and Culebra.

CHANGES IN THE PERSONNEL.

Since the beginning of the fiscal year the following changes have taken place in the force:

	Corporals.	Privates.
Died		5
Resigned (1 officer)	6	101
Dismissed	4	19
Discharged	1	17
Deserted		3
Appointed	2	161
Reduced to privates	5	
Promoted to officers	1	
Promoted to corporals		16

APPOINTMENTS.

Vacancies in the force are filled by men who must be natives of the island, not less than 1.68 m. in height, of good physical appearance, and of excellent reputation. All applicants for appointment are required to appear at these headquarters, where they are by me personally selected and graded according to their physical appearance, intelligence, and recommendations.

PROMOTIONS.

Vacancies in the grades of officer or corporal are always filled by promotion of corporals and privates who receive the highest percentage in a competitive examination conducted by a board of officers. This examination is very severe, and comprises a thorough knowledge of all regulations and orders, of the duties of officers and corporals, writing, grammar, geography of the island, personal appearance, intelligence, and previous record. The insular police is certainly the first and I believe also the only institution of the Government where promotions are thus made strictly according to merit. The prospect of speedy promotion induces the very best class of young men to enter its ranks.

PUNISHMENTS.

Strict discipline is maintained and violations of the regulations and orders are promptly punished. Captains have authority to punish small infractions by a fine of not exceeding \$10, or by suspension from duty and pay, not exceeding ten days. In more serious cases written charges are preferred by the post commanders. These are thoroughly investigated by the captains and forwarded to the headquarters, where the punishment is fixed by me after a careful revision of the case. Frequently offenders are dismissed from the force, or corporals are reduced to the ranks.

Since the institution of the insular police three of its members have been convicted of crimes by the civil courts; they received sentences of fourteen, four, and one years, respectively, for manslaughter committed while on duty.

Two members are now awaiting trial before the courts for alleged assault.

TRANSFERS.

For the better improvement of the service the members of the force, especially the officers and corporals, are from time to time transferred to new stations, as it has been proven by experience that a long presence at the same station interferes with efficient service through the family and friendly ties which are sure to be formed.

ARMS AND EQUIPMENTS.

The force is armed and equipped with arms which are the property of the United States, and for which First Lieut. J. S. Battle, Eleventh Infantry, is accountable.

Springfield rifles, with gun slings.....	420
Colt's revolvers, with holsters.....	420
Cartridge belts.....	420
Saddles, complete.....	75
Bridles.....	75
Rifle ball cartridges.....	20,000
Revolver ball cartridges.....	19,600

Until now the insular police had also the use of 100 horses and mules, furnished by the Quartermaster Department and supplied by it with forage; these animals have recently been returned to the military authorities.

It being impracticable to supply horses for the use of the insular police, the military governor gave authority for 106 privates to provide themselves with mounts at their own expense, allowing each a monthly increase in salary of \$5 for the feed and keep of these horses.

COST OF MAINTENANCE.

The actual cost of the full force for the ten months of the present fiscal year has been \$129,263.53, a monthly average of \$12,926.35, and an average per officer and man of \$30.78 per month.

The strictest economy is exercised; all bills for expenditures are first examined by the captains, who certify to their correctness; they are then again examined by me and approved, if found correct, and all accounts settled by the auditor of the island.

SERVICES.

The services performed by the police have been such that the leading citizens, business men, and property owners of the islands have many times given it deserved praise, and all law-abiding inhabitants are perfectly satisfied with its services.

Not only have the insular police succeeded in freeing the island from bandits, in protecting life and property everywhere within its jurisdiction, but the services rendered by each individual member on the day of the disastrous hurricane, August 8, 1899, when they saved hundreds of lives at the risk of their own, will make this day forever a glorious one in the history of the force. Performing their duty bravely and faithfully, many were seriously injured, and two of them were killed.

Riots occurring in Fajardo, San Juan, Yauco, Penuelas, and Anasco were immediately stopped by the insular police, and their continued presence prevented additional outbreaks.

During the elections the police maintained order everywhere without the use of force.

Rapid concentration of a large detachment and its march under personal command of an officer through disaffected territory was sufficient to prevent outbreaks, which were several times seriously threatened.

ARRESTS.

Murder.....	130	Rape.....	61
Attempted murder.....	51	Gambling.....	347
Assault.....	89	Escaped prisoners.....	113
Highway robbery.....	92	By order of judges.....	920
Horse stealing.....	191	Other causes.....	1,165
Burglary.....	498		
Theft.....	507	Total.....	4,252
Arson.....	88		

INSPECTIONS.

Frequent inspections of every detachment are made by the lieutenants and captains, and at least once in every six months every post is inspected by me or the assistant chief. At each post a daily service book is kept, which shows the whereabouts of every man during each day and the services performed by him.

Target practice is held during the inspection in order to familiarize the men with the use of their firearms.

The men are also frequently drilled in the manual of arms and marching.

REGULATIONS.

At the organization of the force regulations were issued by me for its general government. On November 16, 1899, the military governor issued additional regulations, specifying in detail the duties of the insular police. These regulations were formulated upon the regulations of the former "guardia civil," modified in such points as experience made advisable. They are so complete in every detail and cover all points so perfectly that no alteration can be recommended by me.

MUTUAL AID SOCIETY.

This society has been formed upon my suggestion, and provides a fund for any member of the insular police who may be permanently disabled in the performance of his duties, and of the family of a member whose death was caused while on duty. Each man contributes \$1 in each case.

This society has also contributed funds for the defense of some of its members who were on trial before the courts for homicide committed while on duty.

RECOMMENDATIONS.

In conclusion I would recommend that arrangements be made to defend members of the insular police who may be on trial before the courts for alleged crimes committed while on duty, without any expense to them, as it is obviously unjust to require a man to pay the expense of his defense on a charge resulting from a strict compliance with his orders while in the service of the Government, and which generally ends with his acquittal. If free counsel can not be provided by the Government, I would respectfully recommend that all fines imposed upon and collected from members of the force be turned over to the officers of the aid society, to be used in the defense of such cases as mentioned above.

Very respectfully,

FRANK TECHTER,
Chief of Insular Police.

EXHIBIT 3.

DIRECTORY OF THE MILITARY GOVERNMENT OF PORTO RICO.

HEADQUARTERS, *San Juan, April 30, 1900.*

Brig. Gen. George W. Davis, U. S. Vols., military governor.

Maj. William E. Almy, chief of staff.

First Lieut. John S. Battle, A. D. C.

First Lieut. F. Le J. Parker, A. D. C.

The military government is carried on through six executive departments, as follows: A department of state, a department of justice, a treasury department, a department of audit, an interior department, a department of education.

The chief executive officers for these departments, respectively, are designated by titles as follows: For the department of state, a secretary; for the department of justice, an attorney-general; for the treasury department, a treasurer; for the department of audit, an auditor; for the interior department, a commissioner of interior; for the department of education, a commissioner of education.

The insular police reports directly to the governor.

This is the government existing in Porto Rico on April 30, 1900, and which, on the following day, was administered in accordance with the law of Congress providing for a temporary civil government, approved April 12, 1900.

The names of the principal officers of the government are as follows:

Department of state.—Acting secretary, Mr. N. B. K. Pettingill; chief clerk, Mr. A. E. Parke.

Department of justice.—Acting attorney-general, M. A. F. Odlin; disbursing officer, Mr. Francisco Acosta; the judicial advisory board, Mr. Rafael Nieto Abeille, Mr. Juan Hernandez Lopez, Mr. Manuel F. Rossy, Mr. Herminio Diaz.

The supreme court.—The chief justice, Mr. Jose Severo Quinones; associate justices, Mr. Jose Conrado Hernandez, Mr. Jose Maria Figueras, Mr. Rafael Nieto Abeille; prosecuting attorney, Mr. Rafael Romeu Aguayo; secretary, Mr. Eugenio Lopez Gaztambide.

The United States provisional court.^a—Law judge, Mr. N. B. K. Pettingill; associate judges, Maj. Eugene D. Dimmick, U. S. Army, Maj. Earl D. Thomas, U. S. Army; attorney, Mr. J. M. Keedy; clerk, First Lieut. Robert Alexander, U. S. Army; marshal, Mr. Samuel C. Bothwell.

The district court of San Juan.—Mr. Juan Ramon Ramos Velez, Mr. Angel Acosta Quintero, Mr. Felipe Cuchi Arnau; prosecuting attorney, Mr. Eduardo Acuna Aybar; secretary, Mr. Ramon Falcon.

The district court of Ponce.—Mr. Jose Ramon Becerra Garate, Mr. Isidoro Soto Nusa, Mr. Felipe Casaldue Goicoechea; prosecuting attorney, Mr. Rafael Sanchez Montalvo; secretary, Mr. Luis Gauthier.

The district court of Mayaguez.—Mr. Ramon Quinones, Mr. Enrique Lloreda Casabo, Mr. Ramon Nadal; prosecuting attorney, Mr. Jose de Diego Martinez; secretary, Mr. Juan M. Kearney.

The district court of Arecibo.—Mr. Horacio Nieto Abielle, Mr. Salvador Fulladosa Mir, Mr. Jose Fons Soto; prosecuting attorney, Mr. Jesus M. Rossy Calderon; secretary, Mr. Benito Fores.

The district court of Humacao.—Mr. Juan Francisco Iras, Mr. Pedro Aldrey Montolio, Mr. Ricardo La Costa Izquierdo; prosecuting attorney, Mr. Emileo Toro Cuevas; secretary, Mr. Jose Ramon Aponte.

The board of prison control.—Mr. José Conrado Hernandez, Mr. Rafael Romeu Aguayo, Mr. Manuel F. Rossy, Mr. George W. Hale, secretary and disbursing officer.

The treasury department.—The acting treasurer, Mr. J. H. Hollander.

The chief of the internal-revenue bureau.—Dr. Calixto Romero.

The chief of inspectors.—Mr. J. H. Hord.

The department of audit.—The acting auditor, Mr. J. R. Garrison; deputy auditor, Mr. E. S. Rockwell.

The interior department.—The acting commissioner, Mr. Cayetano Coll y Toste.

The chief of bureau of agriculture.—Mr. Juan Bautista Rodriguez.

The board of public works.—Mr. Adam Stierle, president; Mr. Juan Bautista Rodriguez, Mr. Pedro F. Fernandez.

The superior board of health.—The commissioner of the interior, the commissioner of education, Dr. Ricardo M. Hernandez, Dr. Fidel Guillermet, Dr. Wm. Fawcett Smith, secretary and treasurer.

The board of charities.—Mr. Francis Dumaresque, the assistant superintendent of education, Reverend J. de J. Nin, Mr. Andrés Crosas, Dr. José Marxuach Echevarria, Mr. B. H. Osterhoudt, secretary and treasurer.

The department of education.—The acting commissioner, Dr. George G. Groff.

The board of education.—Dr. José E. Saldaña, Mr. R. H. Todd, Mr. Henry Huyke, Mr. Rosendo Matienzo Cintrón, Mr. Bartolomé Esteva, Mr. José Ruiz de Sagredo, Mr. George Bird y Arias, Mr. Manuel Camuñas, (honorary member.)

The captain of the port of San Juan.—Capt. J. H. Dayton, U. S. Navy, commandant of naval station.

The military telegraph service.—Maj. Wm. A. Glassford, U. S. Vols.

The quarantine service.—Asst. Surg. Claude H. Lavinder, U. S. Marine-Hospital Service, in charge.

The light-house service.—Engineer, Capt. Wm. V. Judson, Corps of Engineers, U. S. Army; inspector, Lieut. Thomas J. Senn, U. S. Navy.

The customs service.—Lieut. Col. Chas. L. Davis, U. S. Army, collector for the island and the port of San Juan; Maj. Francis W. Mansfield, U. S. Army, Ponce; Capt. Pierce M. B. Travis, U. S. Army, Mayaguez; First Lieut. Frank Parker, U. S. Army, Arecibo; Capt. Harry R. Lee, U. S. Army, Aguadilla; Maj. Eben Swift, U. S. Volunteers, Arroyo; Capt. George H. Paddock, U. S. Army, Humacao.

The insular police (reporting direct to the governor).—The chief, Mr. Frank Techter; the assistant chief, Mr. Luis Berrios; captains, Enrique Molina, Pedro A. Guerrero. José Urrutia, Antonio Salgado.

^aThis court was abolished on May 1, 1900, by the act of Congress approved April 12, 1900, and a United States district court authorized as its successor.

Postal service.—This service, although not directly under the military government, was yet a part of the machinery of the government in Porto Rico.

The expenses in excess of current receipts were paid by the United States, and all reports were made direct to the Postmaster-General, Washington, D. C., except that accounts were audited by auditor of the military government.

The director of posts.—Mr. Wm. H. Elliott.

Municipal offices.—Mayor, one in each town; councilmen, five to fifteen, according to population; school board, five members; municipal judge, one; substitute judge, one. All the above were elected by the people in 1899 and 1900.

EXHIBIT 4.

[Public—No. 69.]

AN ACT Temporarily to provide revenues and a civil government for Porto Rico, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the provisions of this act shall apply to the island of Porto Rico and to the adjacent islands and waters of the islands lying east of the seventy-fourth meridian of longitude west of Greenwich, which were ceded to the United States by the Government of Spain by treaty entered into on the tenth day of December, eighteen hundred and ninety-eight; and the name Porto Rico, as used in this act, shall be held to include not only the island of that name, but all the adjacent islands as aforesaid.

SEC. 2. That on and after the passage of this act the same tariffs, customs, and duties shall be levied, collected, and paid upon all articles imported into Porto Rico from ports other than those of the United States which are required by law to be collected upon articles imported into the United States from foreign countries: *Provided*, That on all coffee in the bean or ground imported into Porto Rico there shall be levied and collected a duty of five cents per pound, any law or part of law to the contrary notwithstanding: *And provided further*, That all Spanish scientific, literary, and artistic works, not subversive of public order in Porto Rico, shall be admitted free of duty into Porto Rico for a period of ten years, reckoning from the eleventh day of April, eighteen hundred and ninety-nine, as provided in said treaty of peace between the United States and Spain: *And provided further*, That all books and pamphlets printed in the English language shall be admitted into Porto Rico free of duty when imported from the United States.

SEC. 3. That on and after the passage of this act all merchandise coming into the United States from Porto Rico and coming into Porto Rico from the United States shall be entered at the several ports of entry upon payment of fifteen per centum of the duties which are required to be levied, collected, and paid upon like articles of merchandise imported from foreign countries; and in addition thereto upon articles of merchandise of Porto Rican manufacture coming into the United States and withdrawn for consumption or sale upon payment of a tax equal to the internal-revenue tax imposed in the United States upon the like articles of merchandise of domestic manufacture; such tax to be paid by internal-revenue stamp or stamps to be purchased and provided by the Commissioner of Internal Revenue and to be procured from the collector of internal revenue at or most convenient to the port of entry of said merchandise in the United States, and to be affixed under such regulations as the Commissioner of Internal Revenue, with the approval of the Treasury, shall prescribe; and on all articles of merchandise of United States manufacture coming into Porto Rico in addition to the duty above provided upon payment of a tax equal in rate and amount to the internal-revenue tax imposed in Porto Rico upon the like articles of Porto Rican manufacture: *Provided*, That on and after the date when this act shall take effect, all merchandise and articles, except coffee, not dutiable under the laws of the United States, and all merchandise and articles entered in Porto Rico free of duty under orders heretofore made by the Secretary of War, shall be admitted into the several ports thereof, when imported from the United States, free of duty, all laws or parts of laws to the contrary notwithstanding; and whenever the legislative assembly of Porto Rico shall have enacted and put into operation a system of local taxation to meet the necessities of the government of Porto Rico, by this act established, and by resolution duly passed so notify the President, he shall make proclamation thereof, and thereupon all tariff duties on merchandise and articles going into Porto Rico from the United States, or coming into the United

States from Porto Rico shall cease, and from and after such date all such merchandise and articles shall be entered at the several ports of entry free of duty; and in no event shall any duties be collected after the first day of March, nineteen hundred and two, on merchandise and articles going into Porto Rico from the United States, or coming into the United States from Porto Rico.

SEC. 4. That the duties and taxes collected in Porto Rico in pursuance of this act, less the cost of collecting the same, and the gross amount of all collections of duties and taxes in the United States upon articles of merchandise coming from Porto Rico, shall not be covered into the general fund of the Treasury, but shall be held as a separate fund, and shall be placed at the disposal of the President to be used for the government and benefit of Porto Rico until the government of Porto Rico herein provided for shall have been organized, when all moneys theretofore collected under the provisions hereof, then unexpended, shall be transferred to the local treasury of Porto Rico, and the Secretary of the Treasury shall designate the several ports and subports of entry in Porto Rico and shall make such rules and regulations and appoint such agents as may be necessary to collect the duties and taxes authorized to be levied, collected, and paid in Porto Rico by the provisions of this act, and he shall fix the compensation and provide for the payment thereof of all such officers, agents, and assistants as he may find it necessary to employ to carry out the provisions hereof: *Provided, however,* That as soon as a civil government for Porto Rico shall have been organized in accordance with the provisions of this act and notice thereof shall have been given to the President he shall make proclamation thereof, and thereafter all collections of duties and taxes in Porto Rico under the provisions of this act shall be paid into the treasury of Porto Rico, to be expended as required by law for the government and benefit thereof instead of being paid into the Treasury of the United States.

SEC. 5. That on and after the day when this act shall go into effect all goods, wares, and merchandise previously imported from Porto Rico, for which no entry has been made, and all goods, wares, and merchandise previously entered without payment of duty and under bond for warehousing, transportation, or any other purpose, for which no permit of delivery to the importer or his agent has been issued, shall be subjected to the duties imposed by this act, and to no other duty, upon the entry or the withdrawal thereof: *Provided,* That when duties are based upon the weight of merchandise deposited in any public or private bonded warehouse said duties shall be levied and collected upon the weight of such merchandise at the time of its entry.

GENERAL PROVISIONS.

SEC. 6. That the capital of Porto Rico shall be at the city of San Juan and the seat of government shall be maintained there.

SEC. 7. That all inhabitants continuing to reside therein who were Spanish subjects on the eleventh day of April, eighteen hundred and ninety-nine, and then resided in Porto Rico, and their children born subsequent thereto, shall be deemed and held to be citizens of Porto Rico, and as such entitled to the protection of the United States, except such as shall have elected to preserve their allegiance to the Crown of Spain on or before the eleventh day of April, nineteen hundred, in accordance with the provisions of the treaty of peace between the United States and Spain entered into on the eleventh day of April, eighteen hundred and ninety-nine; and they, together with such citizens of the United States as may reside in Porto Rico, shall constitute a body politic under the name of The People of Porto Rico, with governmental powers as hereinafter conferred, and with power to sue and be sued as such.

SEC. 8. That the laws and ordinances of Porto Rico, now in force shall continue in full force and effect, except as altered, amended, or modified hereinafter, or as altered or modified by military orders and decrees in force when this act shall take effect, and so far as the same are not inconsistent or in conflict with the statutory laws of the United States not locally inapplicable, or the provisions hereof, until altered, amended, or repealed by the legislative authority hereinafter provided for Porto Rico or by act of Congress of the United States: *Provided,* That so much of the law which was in force at the time of cession, April eleventh, eighteen hundred and ninety-nine, forbidding the marriage of priests, ministers, or followers of any faith because of vows they may have taken, being paragraph four, article eighty-three, chapter three, civil code, and which was continued by the order of the secretary of justice of Porto Rico, dated March seventeenth, eighteen hundred and ninety-nine, and promulgated by Major-General Guy V. Henry, U. S. Vols., is hereby repealed and annulled, and all persons lawfully married in Porto Rico shall have all the rights and remedies conferred by law upon parties to either civil or religious marriages: *And provided further,* That paragraph one, article one hundred and five, section four, divorce, civil code, and paragraph two, section nineteen, of the order of the minister of justice of

Porto Rico, dated March seventeenth, eighteen hundred and ninety-nine, and promulgated by Major-General Guy V. Henry, U. S. Vols., be, and the same hereby are, so amended as to read: "Adultery on the part of either the husband or the wife."

SEC. 9. That the Commissioner of Navigation shall make such regulations, subject to the approval of the Secretary of the Treasury, as he may deem expedient for the nationalization of all vessels owned by the inhabitants of Porto Rico on the eleventh day of April, eighteen hundred and ninety-nine, and which continued to be so owned up to the date of such nationalization, and for the admission of the same to all the benefits of the coasting trade of the United States; and the coasting trade between Porto Rico and the United States shall be regulated in accordance with the provisions of law applicable to such trade between any two great coasting districts of the United States.

SEC. 10. That quarantine stations shall be established at such places in Porto Rico as the Supervising Surgeon-General of the Marine-Hospital Service of the United States shall direct, and the quarantine regulations relating to the importation of diseases from other countries shall be under the control of the Government of the United States.

SEC. 11. That for the purpose of retiring the Porto Rican coins now in circulation in Porto Rico and substituting therefor the coins of the United States, the Secretary of the Treasury is hereby authorized to redeem, on presentation in Porto Rico, all the silver coins of Porto Rico known as the peso and all other silver and copper Porto Rican coins now in circulation in Porto Rico, not including any such coins that may be imported into Porto Rico after the first day of February, nineteen hundred, at the present established rate of sixty cents in the coins of the United States for one peso of Porto Rican coin, and for all minor or subsidiary coins the same rate of exchange shall be applied. The Porto Rican coins so purchased or redeemed shall be recoined at the expense of the United States, under the direction of the Secretary of the Treasury, into such coins of the United States now authorized by law as he may direct, and from and after three months after the date when this act shall take effect no coins shall be a legal tender, in payment of debts thereafter contracted, for any amount in Porto Rico, except those of the United States; and whatever sum may be required to carry out the provisions hereof, and to pay all expenses that may be incurred in connection therewith, is hereby appropriated, and the Secretary of the Treasury is hereby authorized to establish such regulations and employ such agencies as may be necessary to accomplish the purposes hereof: *Provided, however,* That all debts owing on the date when this act shall take effect shall be payable in the coins of Porto Rico now in circulation, or in the coins of the United States at the rate of exchange above named.

SEC. 12. That all expenses that may be incurred on account of the government of Porto Rico for salaries of officials and the conduct of their offices and departments, and all expenses and obligations contracted for the internal improvement or development of the island, not, however, including defenses, barracks, harbors, light-houses, buoys, and other works undertaken by the United States, shall be paid by the treasurer of Porto Rico out of the revenues in his custody.

SEC. 13. That all property which may have been acquired in Porto Rico by the United States under the cession of Spain in said treaty of peace in any public bridges, road houses, water powers, highways, unnavigable streams, and the beds thereof, subterranean waters, mines, or minerals under the surface of private lands, and all property which at the time of the cession belonged, under the laws of Spain then in force, to the various harbor-works boards of Porto Rico, and all the harbor shores, docks, slips, and reclaimed lands, but not including harbor areas or navigable waters, is hereby placed under the control of the government established by this act to be administered for the benefit of the people of Porto Rico; and the legislative assembly hereby created shall have authority, subject to the limitations imposed upon all its acts, to legislate with respect to all such matters as it may deem advisable.

SEC. 14. That the statutory laws of the United States not locally inapplicable, except as hereinbefore or hereinafter otherwise provided, shall have the same force and effect in Porto Rico as in the United States, except the internal-revenue laws, which, in view of the provisions of section three, shall not have force and effect in Porto Rico.

SEC. 15. That the legislative authority hereinafter provided shall have power by due enactment to amend, alter, modify, or repeal any law or ordinance, civil or criminal, continued in force by this act, as it may from time to time see fit.

SEC. 16. That all judicial process shall run in the name of "United States of America, ss: the President of the United States," and all criminal or penal prosecutions in the local courts shall be conducted in the name and by the authority of "The people of Porto Rico;" and all officials authorized by this act shall before entering upon the duties of their respective offices take an oath to support the Constitution of the United States and the laws of Porto Rico.

THE GOVERNOR.

SEC. 17. That the official title of the chief executive officer shall be "The governor of Porto Rico." He shall be appointed by the President, by and with the advice and consent of the Senate; he shall hold his office for a term of four years and until his successor is chosen and qualified unless sooner removed by the President; he shall reside in Porto Rico during his official incumbency, and shall maintain his office at the seat of government; he may grant pardons and reprieves, and remit fines and forfeitures for offenses against the laws of Porto Rico, and respite for offenses against the laws of the United States, until the decision of the President can be ascertained; he shall commission all officers that he may be authorized to appoint, and may veto any legislation enacted, as hereinafter provided; he shall be the commander in chief of the militia, and shall at all times faithfully execute the laws, and he shall in that behalf have all the powers of governors of the Territories of the United States that are not locally inapplicable; and he shall annually, and at such other times as he may be required, make official report of the transactions of the Government in Porto Rico, through the Secretary of State, to the President of the United States: *Provided*, That the President may, in his discretion, delegate and assign to him such executive duties and functions as may in pursuance with law be so delegated and assigned.

THE EXECUTIVE COUNCIL.

SEC. 18. That there shall be appointed by the President, by and with the advice and consent of the Senate, for the period of four years, unless sooner removed by the President, a secretary, an attorney-general, a treasurer, an auditor, a commissioner of the interior, and a commissioner of education, each of whom shall reside in Porto Rico during his official incumbency, and have the powers and duties hereinafter provided for them, respectively, and who, together with five other persons of good repute, to be also appointed by the President for a like term of four years, by and with the advice and consent of the Senate, shall constitute an executive council, at least five of whom shall be native inhabitants of Porto Rico, and, in addition to the legislative duties hereinafter imposed upon them as a body, shall exercise such powers and perform such duties as are hereinafter provided for them, respectively, and who shall have power to employ all necessary deputies and assistants for the proper discharge of their duties as such officials and as such executive council.

SEC. 19. That the secretary shall record and preserve minutes of the proceedings of the executive council and the laws enacted by the legislative assembly and all acts and proceedings of the governor, and shall promulgate all proclamations and orders of the governor and all laws enacted by the legislative assembly. He shall, within sixty days after the end of each session of the legislative assembly, transmit to the President, the President of the Senate, the Speaker of the House of Representatives, and the Secretary of State of the United States one copy each of the laws and journals of such session.

SEC. 20. That in case of the death, removal, resignation, or disability of the governor, or his temporary absence from Porto Rico, the secretary shall exercise all the powers and perform all the duties of the governor during such vacancy, disability, or absence.

SEC. 21. That the attorney-general shall have all the powers and discharge all the duties provided by law for an attorney of a Territory of the United States in so far as the same are not locally inapplicable, and he shall perform such other duties as may be prescribed by law, and make such reports, through the governor, to the Attorney-General of the United States as he may require, which shall annually be transmitted to Congress.

SEC. 22. That the treasurer shall give bond, approved as to form by the attorney-general of Porto Rico, in such sum as the executive council may require, not less, however, than the sum of one hundred thousand dollars, with surety approved by the governor, and he shall collect and be the custodian of the public funds, and shall disburse the same when appropriated by law, on warrants signed by the auditor and countersigned by the governor, and shall perform such other duties as may be prescribed by law, and make, through the governor, such reports to the Secretary of the Treasury of the United States as he may require, which shall annually be transmitted to Congress.

SEC. 23. That the auditor shall keep full and accurate accounts, showing all receipts and disbursements, and perform such other duties as may be prescribed by law, and make, through the governor, such reports to the Secretary of the Treasury of the United States as he may require, which shall annually be transmitted to Congress.

SEC. 24. That the commissioner of the interior shall superintend all works of a

public nature, and shall have charge of all public buildings, grounds, and lands, except those belonging to the United States, and shall execute such requirements as may be imposed by law with respect thereto, and shall perform such other duties as may be prescribed by law, and make such reports through the governor to the Secretary of the Interior of the United States as he may require, which shall annually be transmitted to Congress.

SEC. 25. That the commissioner of education shall superintend public instruction throughout Porto Rico, and all disbursements on account thereof must be approved by him; and he shall perform such other duties as may be prescribed by law, and make such reports through the governor as may be required by the Commissioner of Education of the United States, which shall annually be transmitted to Congress.

SEC. 26. That the other five members of the executive council, to be appointed as hereinbefore provided, shall attend all meetings of the executive council and participate in all business of every character that may be transacted by it; and they shall receive as compensation for their services such annual salaries as may be provided by the legislative assembly.

HOUSE OF DELEGATES.

SEC. 27. That all local legislative powers hereby granted shall be vested in a legislative assembly which shall consist of two houses; one the executive council, as hereinbefore constituted, and the other a house of delegates, to consist of thirty-five members elected biennially by the qualified voters as hereinafter provided; and the two houses thus constituted shall be designated "The legislative assembly of Porto Rico."

SEC. 28. That for the purposes of such elections Porto Rico shall be divided by the executive council into seven districts, composed of contiguous territory and as nearly equal as may be in population, and each district shall be entitled to five members of the house of delegates.

ELECTION OF DELEGATES.

SEC. 29. That the first election for delegates shall be held on such date and under such regulations as to ballots and voting as the executive council may prescribe; and at such elections the voters of each legislative district shall choose five delegates to represent them in the house of delegates from the date of their election and qualification until two years from and after the first day of January next ensuing; of all which thirty days' notice shall be given by publication in the Official Gazette, or by printed notices distributed and posted throughout the district, or by both, as the executive council may prescribe. At such elections all citizens of Porto Rico shall be allowed to vote who have been bona fide residents for one year and who possess the other qualifications of voters under the laws and military orders in force on the first day of March, nineteen hundred, subject to such modifications and additional qualifications and such regulations and restrictions as to registration as may be prescribed by the executive council. The house of delegates so chosen shall convene at the capital and organize by the election of a speaker, a clerk, a sergeant-at-arms, and such other officers and assistants as it may require, at such time as may be designated by the executive council; but it shall not continue in session longer than sixty days in any one year, unless called by the governor to meet in extraordinary session. The enacting clause of the law shall be, "Be it enacted by the legislative assembly of Porto Rico;" and each member of the house of delegates shall be paid for his service at the rate of five dollars per day for each day's attendance while the house is in session, and mileage at the rate of ten cents per mile for each mile necessarily traveled each way to and from each session of the legislative assembly.

All future elections of delegates shall be governed by the provisions hereof, so far as they are applicable, until the legislative assembly shall otherwise provide.

SEC. 30. That the house of delegates shall be the sole judge of the elections, returns, and qualifications of its members, and shall have and exercise all the powers with respect to the conduct of its proceedings that usually appertain to parliamentary legislative bodies. No person shall be eligible to membership in the house of delegates who is not twenty-five years of age and able to read and write either the Spanish or English language, or who is not possessed in his own right of taxable property, real or personal, situated in Porto Rico.

SEC. 31. That all bills may originate in either house, but no bill shall become a law unless it be passed in each house by a majority vote of all the members belonging to such house and be approved by the governor within ten days thereafter. If, when a bill that has been passed is presented to the governor for signature, he approves the same, he shall sign it, or if not he shall return it, with his objections, to that house

in which it originated, which house shall enter his objections at large on its journal, and proceed to reconsider the bill. If, after such reconsideration, two-thirds of that house shall agree to pass the bill, it shall be sent, together with the objections, to the other house, by which it shall likewise be considered, and if approved by two-thirds of that house it shall become a law. But in all such cases the votes of both houses shall be determined by yeas and nays, and the names of the persons voting for and against the bill shall be entered upon the journal of each house, respectively. If any bill shall not be returned by the governor within ten days (Sundays excepted) after it shall have been presented to him, the same shall be a law in like manner as if he had signed it, unless the legislative assembly by adjournment prevent its return, in which case it shall not be a law: *Provided, however*, That all laws enacted by the legislative assembly shall be reported to the Congress of the United States, which hereby reserves the power and authority, if deemed advisable, to annul the same.

SEC. 32. That the legislative authority herein provided shall extend to all matters of a legislative character not locally inapplicable, including power to create, consolidate, and reorganize the municipalities, so far as may be necessary, and to provide and repeal laws and ordinances therefor; and also the power to alter, amend, modify, and repeal any and all laws and ordinances of every character now in force in Porto Rico, or any municipality or district thereof, not inconsistent with the provisions hereof; *Provided, however*, That all grants of franchises, rights, and privileges or concessions of a public or quasi-public nature shall be made by the executive council, with the approval of the governor, and all franchises granted in Porto Rico shall be reported to Congress, which hereby reserves the power to annul or modify the same.

THE JUDICIARY.

SEC. 33. That the judicial power shall be vested in the courts and tribunals of Porto Rico as already established and now in operation, including municipal courts, under and by virtue of General Orders, Numbered One hundred and eighteen, as promulgated by Brigadier-General Davis, United States Volunteers, August sixteenth, eighteen hundred and ninety-nine, and including also the police courts established by General Orders, Numbered One hundred and ninety-five, promulgated November twenty-ninth, eighteen hundred and ninety-nine, by Brigadier-General Davis, United States Volunteers, and the laws and ordinances of Porto Rico and the municipalities thereof in force, so far as the same are not in conflict herewith, all which courts and tribunals are hereby continued. The jurisdiction of said courts and the form of procedure in them, and the various officials and attachés thereof, respectively, shall be the same as defined and prescribed in and by said laws and ordinances, and said General Orders, Numbered One hundred and eighteen and One hundred and ninety-five, until otherwise provided by law: *Provided, however*, That the chief justice and associate justices of the supreme court and the marshal thereof shall be appointed by the President, by and with the advice and consent of the Senate, and the judges of the district courts shall be appointed by the governor, by and with the advice and consent of the executive council, and all other officials and attachés of all the other courts shall be chosen as may be directed by the legislative assembly, which shall have authority to legislate from time to time as it may see fit with respect to said courts, and any others they may deem it advisable to establish, their organization, the number of judges and officials and attachés for each, their jurisdiction, their procedure, and all other matters affecting them.

SEC. 34. That Porto Rico shall constitute a judicial district, to be called "the district of Porto Rico." The President, by and with the advice and consent of the Senate, shall appoint a district judge, a district attorney, and a marshal for said district, each for a term of four years, unless sooner removed by the President. The district court for said district shall be called the district court of the United States for Porto Rico and shall have power to appoint all necessary officials and assistants, including a clerk, an interpreter, and such commissioners as may be necessary, who shall have like power and duties as are exercised and performed by commissioners of the circuit courts of the United States, and shall have, in addition to the ordinary jurisdiction of district courts of the United States, jurisdiction of all cases cognizable in the circuit courts of the United States, and shall proceed therein in the same manner as a circuit court. The laws of the United States relating to appeals, writs of error and certiorari, removal of causes, and other matters and proceedings as between the courts of the United States and the courts of the several States shall govern in such matters and proceedings as between the district court of the United States and the courts of Porto Rico. Regular terms of said court shall be held at San Juan, commencing on the second Monday in April and October of each year, and also at Ponce on the second Monday in January of each year, and special terms may be held

at Mayaguez at such other stated times as said judge may deem expedient. All pleadings and proceedings in said court shall be conducted in the English language.

The United States district court hereby established shall be the successor to the United States provisional court established by General Orders, Numbered Eighty-eight, promulgated by Brigadier-General Davis, United States Volunteers, and shall take possession of all records of that court, and take jurisdiction of all cases and proceedings pending therein, and said United States provisional court is hereby discontinued.

SEC. 35. That writs of error and appeals from the final decisions of the supreme court of Porto Rico and the district court of the United States shall be allowed and may be taken to the Supreme Court of the United States in the same manner and under the same regulations and in the same cases as from the supreme courts of the Territories of the United States; and such writs of error and appeal shall be allowed in all cases where the Constitution of the United States, or a treaty thereof, or an act of Congress is brought in question and the right claimed thereunder is denied; and the supreme and district courts of Porto Rico and the respective judges thereof may grant writs of habeas corpus in all cases in which the same are grantable by the judges of the district and circuit courts of the United States. All such proceedings in the Supreme Court of the United States shall be conducted in the English language.

SEC. 36. That the salaries of all officials of Porto Rico not appointed by the President, including deputies, assistants, and other help, shall be such, and be so paid out of the revenues of Porto Rico, as the executive council shall from time to time determine: *Provided, however,* That the salary of no officer shall be either increased or diminished during his term of office. The salaries of all officers and all expenses of the offices of the various officials of Porto Rico, appointed as herein provided by the President, including deputies, assistants, and other help, shall also be paid out of the revenues of Porto Rico on the warrant of the auditor, countersigned by the governor.

The annual salaries of the officials appointed by the President, and so to be paid, shall be as follows:

The governor, eight thousand dollars; in addition thereto he shall be entitled to the occupancy of the buildings heretofore used by the chief executive of Porto Rico, with the furniture and effects therein, free of rental.

The secretary, four thousand dollars.

The attorney-general, four thousand dollars.

The treasurer, five thousand dollars.

The auditor, four thousand dollars.

The commissioner of the interior, four thousand dollars.

The commissioner of education, three thousand dollars.

The chief justice of the supreme court, five thousand dollars.

The associate justices of the supreme court (each), four thousand five hundred dollars.

The marshal of the supreme court, three thousand dollars.

The United States district judge, five thousand dollars.

The United States district attorney, four thousand dollars.

The United States district marshal, three thousand five hundred dollars.

SEC. 37. That the provisions of the foregoing section shall not apply to the municipal officials. Their salaries and the compensation of their deputies, assistants, and other help, as well as all other expenses incurred by the municipalities, shall be paid out of the municipal revenues in such manner as the legislative assembly shall provide.

SEC. 38. That no export duties shall be levied or collected on exports from Porto Rico; but taxes and assessments on property, and license fees for franchises, privileges, and concessions may be imposed for the purposes of the insular and municipal governments, respectively, as may be provided and defined by act of the legislative assembly; and where necessary to anticipate taxes and revenues, bonds and other obligations may be issued by Porto Rico or any municipal government therein as may be provided by law to provide for expenditures authorized by law, and to protect the public credit, and to reimburse the United States for any moneys which have been or may be expended out of the emergency fund of the War Department for the relief of the industrial conditions of Porto Rico caused by the hurricane of August eighth, eighteen hundred and ninety-nine: *Provided, however,* That no public indebtedness of Porto Rico or of any municipality thereof shall be authorized or allowed in excess of seven per centum of the aggregate tax valuation of its property.

SEC. 39. That the qualified voters of Porto Rico shall, on the first Tuesday after the first Monday of November, anno Domini nineteen hundred, and every two years thereafter, choose a resident commissioner to the United States, who shall be entitled to official recognition as such by all departments, upon presentation to the Depart-

ment of State of a certificate of election of the governor of Porto Rico, and who shall be entitled to a salary, payable monthly by the United States, at the rate of five thousand dollars per annum: *Provided*, That no person shall be eligible to such election who is not a bona fide citizen of Porto Rico, who is not thirty years of age, and who does not read and write the English language.

SEC. 40. That a commission, to consist of three members, at least one of whom shall be a native citizen of Porto Rico, shall be appointed by the President, by and with the advice and consent of the Senate, to compile and revise the laws of Porto Rico; also the various codes of procedure and systems of municipal government now in force, and to frame and report such legislation as may be necessary to make a simple, harmonious, and economical government, establish justice and secure its prompt and efficient administration, inaugurate a general system of education and public instruction, provide buildings and funds therefor, equalize and simplify taxation and all the methods of raising revenue, and make all other provisions that may be necessary to secure and extend the benefits of a republican form of government to all the inhabitants of Porto Rico; and all the expenses of such commissioners, including all necessary clerks and other assistants that they may employ, and a salary to each member of the commission at a rate of five thousand dollars per annum, shall be allowed and paid out of the treasury of Porto Rico as a part of the expenses of the government of Porto Rico. And said commission shall make full and final report, in both the English and Spanish languages, of all its revisions, compilations, and recommendations, with explanatory notes as to the changes and the reasons therefor, to the Congress on or before one year after the passage of this act.

SEC. 41. That this act shall take effect and be in force from and after the first day of May, nineteen hundred.

Approved, April 12, 1900.

[Public resolution No. 23.]

JOINT RESOLUTION: To provide for the administration of civil affairs in Porto Rico pending the appointment and qualification of the civil officers provided for in the act approved April twelfth, nineteen hundred, entitled, "An act temporarily to provide revenues and a civil government for Porto Rico, and for other purposes."

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That until the officer to fill any office provided for by the act of April twelfth, nineteen hundred, entitled "An act temporarily to provide revenues and a civil government for Porto Rico, and for other purposes," shall have been appointed and qualified, the officer or officers now performing the civil duties pertaining to such office may continue to perform the same under the authority of this act; and no officer of the Army shall lose his commission by reason thereof: *Provided*, That nothing herein contained shall be held to extend the time for appointment and qualification of any such officers beyond the first day of August, nineteen hundred.

SEC. 2. That all railroad, street railway, telegraph, and telephone franchises, privileges, or concessions granted under section thirty-two of said act shall be approved by the President of the United States, and no such franchise, privilege, or concession shall be operative until it shall have been so approved.

SEC. 3. That all franchises, privileges, or concessions granted under section thirty-two of said act shall provide that the same shall be subject to amendment, alteration, or repeal; shall forbid the issue of stock or bonds, except in exchange for actual cash, or property at a fair valuation, equal to the amount of the par value of the stock or bonds issued; shall forbid the declaring of stock or bond dividends, and, in the case of public-service corporations, shall provide for the effective regulation of the charges thereof and for the purchase or taking by the public authorities of their property at a fair and reasonable valuation. No corporation shall be authorized to conduct the business of buying and selling real estate or be permitted to hold or own real estate except such as may be reasonably necessary to enable it to carry out the purpose for which it was created, and every corporation hereinafter authorized to engage in agriculture shall by its charter be restricted to the ownership and control of not to exceed five hundred acres of land; and this provision shall be held to prevent any member of a corporation engaged in agriculture from being in any wise interested in any other corporation engaged in agriculture. Corporations, however, may loan funds upon real estate security, and purchase real estate when necessary for the collection of loans, but they shall dispose of real estate so obtained within five years after receiving the title. Corporations not organized in Porto Rico and doing business therein shall be bound by the provisions of this section so far as they are applicable.

Approved, May 1, 1900.

APPENDIX B.

THE GOVERNMENT OF PORTO RICO UNDER SPAIN.

GOVERNING AGENCIES AND THEIR POWERS.

The Crown, exercising sovereignty through the ministry and the governor-general, exercising legislative powers through the Cortes or National Legislature, administering the colony through the governor-general and minister of the colonies.

The supreme authority in Porto Rico was *the governor-general*. He was the delegate of and under the direct orders of the colonial department. He was the delegate of the departments of state, war, and navy. He received his instructions from the president of the council, and from the secretaries of state, war, and navy, and after his retirement he rendered report of his delegated powers to each. He could not surrender his office, nor absent himself without special order from the Government. He was substituted, in case of disability, absence, or vacancy, by (a) the lieutenant-general commanding the troops and (b) the senior naval officer in the island until an ad interim appointment should be made.

The following were under his orders: (a) The council of administration, (b) the board of authorities, (c) the treasury department, (d) the insular secretary, (e) the civil guard, (f) the regional delegates, (g) the public works and instruction, (h) communications and health, (i) the territorial and other audiencies, and courts of first instance, (j) board of agriculture, (k) chamber of commerce, (l) boards of harbor works.

The office of the governor-general was in charge of a secretary, who had to be of the category of a chief of administration, and who, in addition to his other duties, assisted the governor in administrative inspections. As the delegate of the Government, the governor-general possessed and exercised the powers of the vice-royal patron and the authority inherent in the patronate of the Indies, the superior command of all the military and naval forces in the island.

He was empowered to preserve public order, to maintain the integrity of the territory, to cause observance and execution of all laws, to protect persons and property, to exercise all powers not reserved to the minister of the colonies respecting the administrative services, and to exercise all other delegated powers.

In his own right he had power to publish, circulate, and enforce all laws, decrees, treaties, international conventions, and all others emanating from the legislative power; to publish, fulfill, and execute all royal orders, decrees, and other provisions emanating from the executive power communicated by the colonial department and by the departments of the Government of which he was the delegate; to suspend the publication and enforcement of the resolution of His Majesty's Government in any case where he considered that their enforcement would prejudice general interests of the nation and special interests of the island, but to promptly report action and reasons therefor; to supervise and inspect all public services; to delegate his powers of inspection in certain cases to the delegates of the two regions into which the island was divided; to directly communicate on matters of exterior policy with the representative and diplomatic agents and consuls of Spain in America; to suspend execution of death sentence in cases of gravity and urgency after he had heard the board of authorities; to suspend the constitutional guaranties, and to apply the laws of public order after hearing the board of authorities, giving immediate account thereof; to decide controversies regarding matters of treasury intendency and local administration; to call on the council of administration for information; to suspend execution of the resolutions of the provincial deputation whenever he considered them contrary to the laws and general interests of the nation, temporarily issuing orders demanded by the public needs, reporting all such actions after a report from the council of administration; to execute all other resolutions of the provincial deputation; to suspend the deputation after hearing the board of authorities; to order the suspension of its members without that requisite so long as a quorum remained to deliberate, immediately notifying the government or submitting the case to the courts; to preside over the council of administration, and to remove mayors and councilmen of municipalities in cases covered by the laws, after a report by the council.

As the superior chief of civil administration he was required to maintain the interests of said administration; to issue necessary regulations required by war; to observe the regulations that the Government may have issued respecting civil affairs; to designate penal establishments where sentences were to be served, order confinement of prisoners, and to name place of execution of sentences imposed by courts; to sus-

pend the administrative officials appointed by Government, to temporarily fill their places, and to fill any other vacancies, immediately notifying the General Government; to maintain communication of all the insular authorities; to suspend execution of resolutions legally issued by subordinates when in his opinion public order would be jeopardized by abstention, immediately reporting action; to execute all powers conferred upon him respecting municipal and provincial laws; to propose improvement of the national interests of the island without prejudice to powers of municipalities and the province; to suspend associations and corporations that may transgress; to order regional delegates to impose fines on officials and corporations that may incur the same; to direct and transact all political business and that of the patronage of the Indies; to take appropriate action respecting jurisdictional conflicts, public order, security, matters concerning foreigners, prisons, penitentiaries, etc.; to communicate directly with the secretaries in Madrid, for each of whom he is the delegate; he may not modify or revoke his own rulings, nor treat of his own competency. All such may be overruled by the central Government if contrary to laws, adverse to public interests or to good administration; the criminal chambers of the supreme court may take cognizance of liabilities specified in the penal code imputed to the governor-general; the council of ministers in Madrid may take cognizance of administrative liabilities which the governor-general may incur regarding impeachment trials.

Council of administration, under the orders of the governor-general, consisted of the governor-general, permanent president; the bishop of Porto Rico, ex officio; the lieutenant-general commanding troops, ex officio; the chief naval officer, ex officio; the presiding judge, territorial audiencia, ex officio; the public prosecutor, ex officio; the commanding officer volunteers, ex officio; six provincial deputies, ex officio; two chiefs of administration having served as such for one year, ex officio. Four councilors appointed by the Government and possessing qualifications as follows: (a) Present or past president of chamber of commerce; (b) present or past president of society of friends of the country; (c) present or past director of Juan Institute; (d) present or past dean of the bar of Porto Rico; (e) to have been for four years among 50 largest taxpayers on professions, industry, or trade; (f) to have been for four years in the list of 50 largest taxpayers on real estate; (g) to have been a senator or deputy to the national Cortes for two or more terms; (h) to have been two or more times president of the provincial deputation; (i) to have been mayor of San Juan for two or more years. No salary was to be allowed to any councilor except to the two chiefs of administration. The council had a secretary and necessary employees.

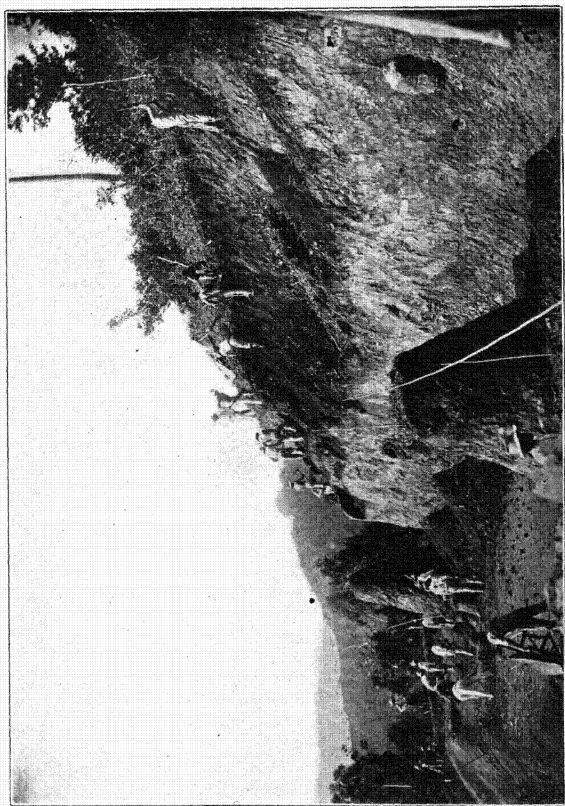
Powers and duties of council.—The functions of the council were merely consultive, reporting in full to the governor-general. It must be heard on (a) the general budget of receipts and expenses; (b) the plans for raising revenue submitted by the treasury department, which must be submitted to the colonial department at Madrid in March of each year, with modifications proposed by council; (c) the general annual accounts of the treasury, receipts and expenditures; (d) the matters respecting the patronage of the Indies; (e) the controversies between the governor-general and the provincial deputation; (f) the petitions of the provincial deputation for legislative reform; (g) the removal and discharge of mayors and alderman. The council made all reports called for by the governor-general. The council called before them, to hear, the chiefs of the administrative services. The council made rules for conduct of its own business and its own secretary's office.

The board of authorities, under the orders of the governor-general, consisted of the governor-general, permanent chairman, ex officio; the bishop of Porto Rico, ex officio; the lieutenant-general commanding the troops, ex officio; the senior naval officer in the island, ex officio; the presiding judge of the audiencia, ex officio; the public prosecutor of the audiencia, ex officio; the intendent of the treasury, ex officio; the chief of section of local administration, ex officio.

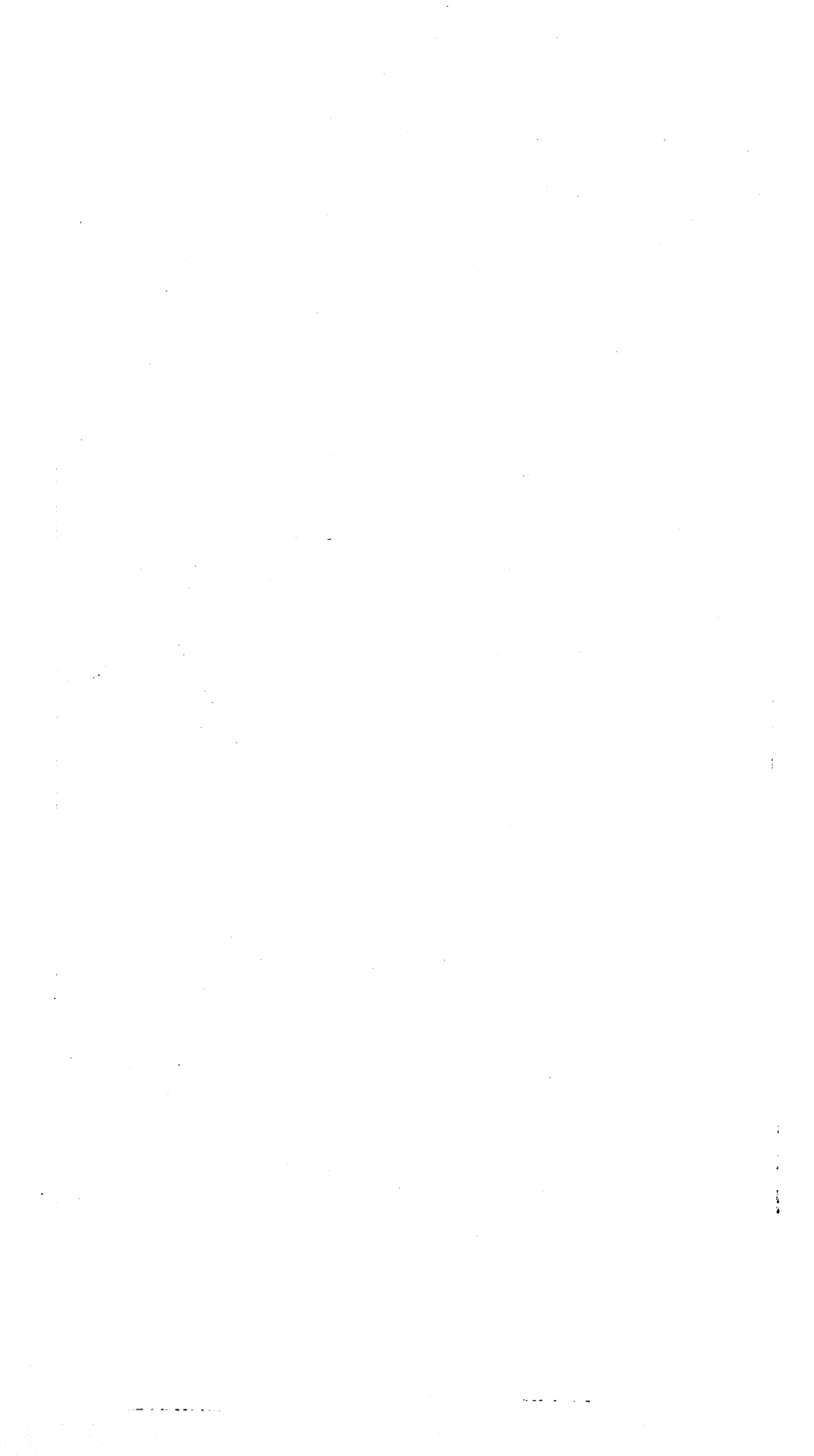
Duties of the board: It had purely a consultive character; it kept duplicate minutes, one copy of which they sent to the colonial department in Madrid, through the governor; the governor-general had power to decide on his own responsibility without regard to the opinions of the board.

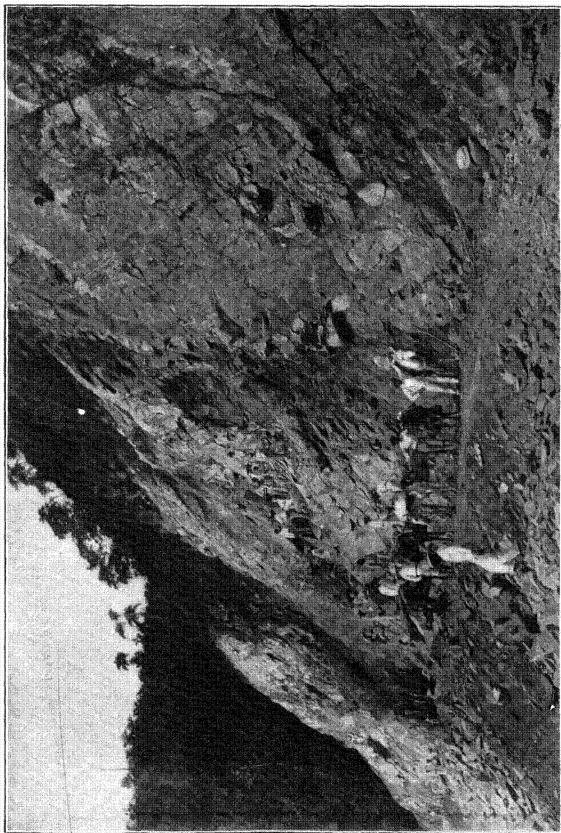
CIVIL AND FINANCIAL ADMINISTRATION.

Civil administration, in charge of the bureau of local administration under the orders of the governor-general, attends to the services covered by the budget, keeps the accounts, examines the same, supervises municipal financial affairs, supervises provincial financial affairs, is responsible for nonobservance of laws, and required to observe the legitimate resolves of the provincial deputation.

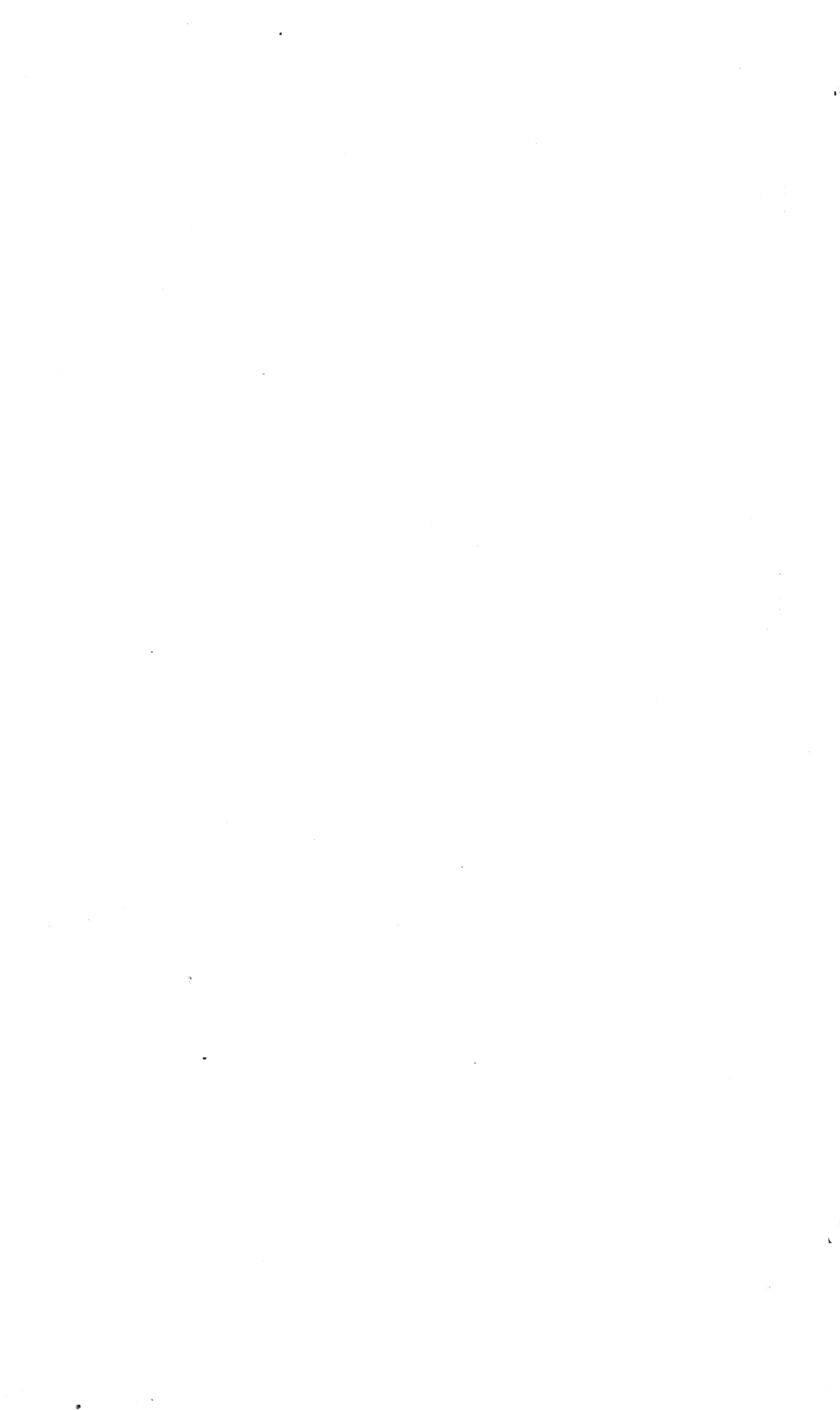


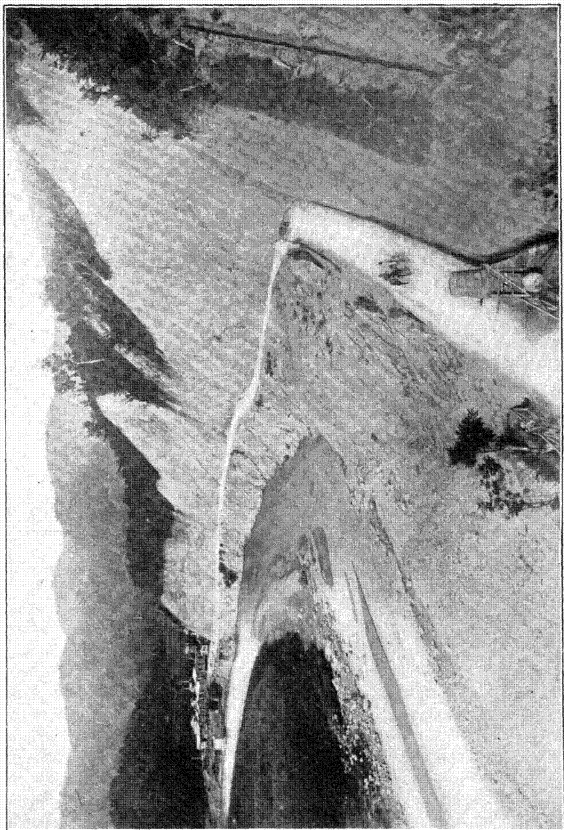
ARECIBO TO PONCE. SIDEHILL EXCAVATION.





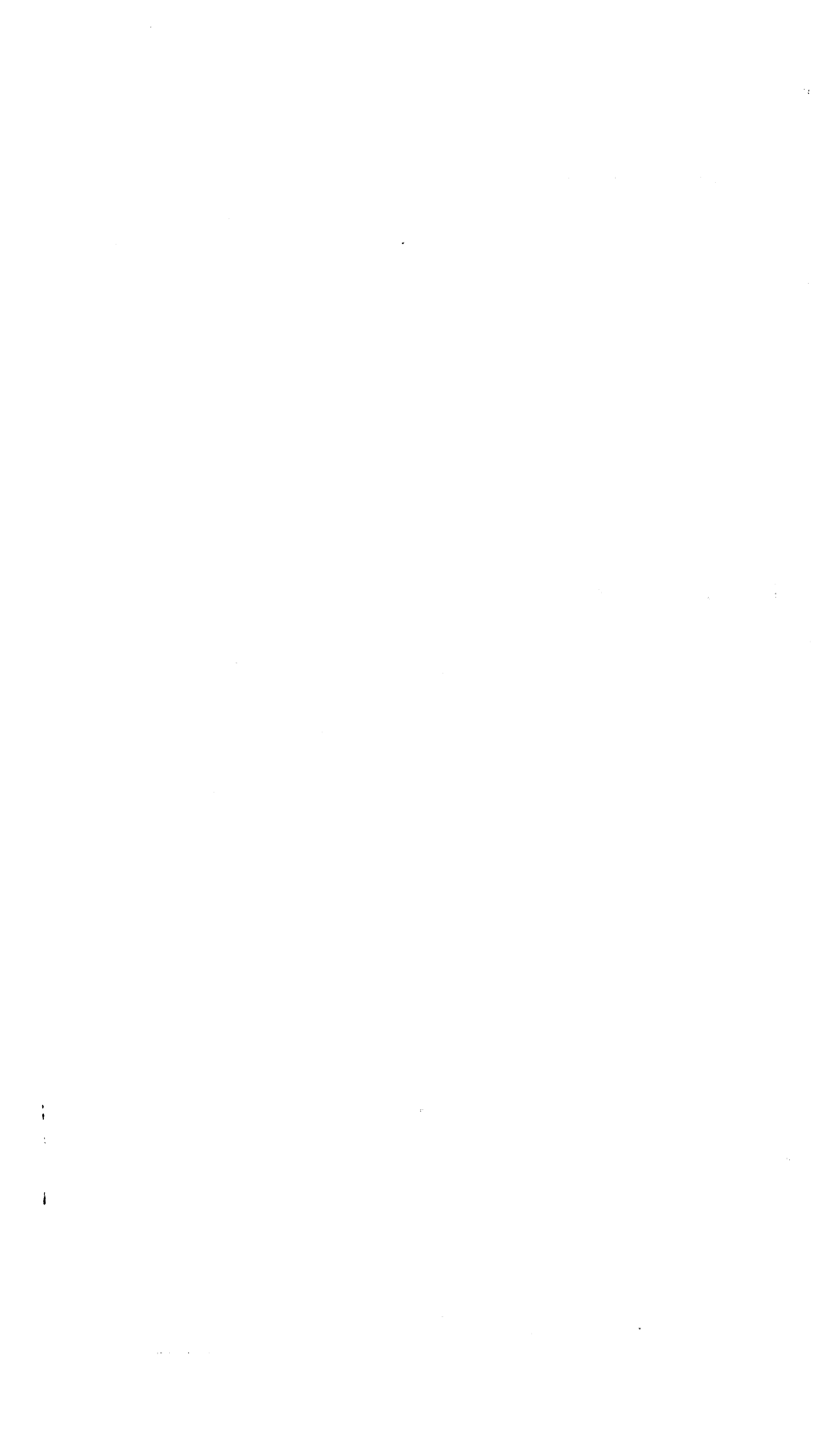
ARECIBO TO PONCE. VIEW OF SOLID ROCK BEING EXCAVATED AT PRECIPITOUS ROCK CUT AT CANIACO.

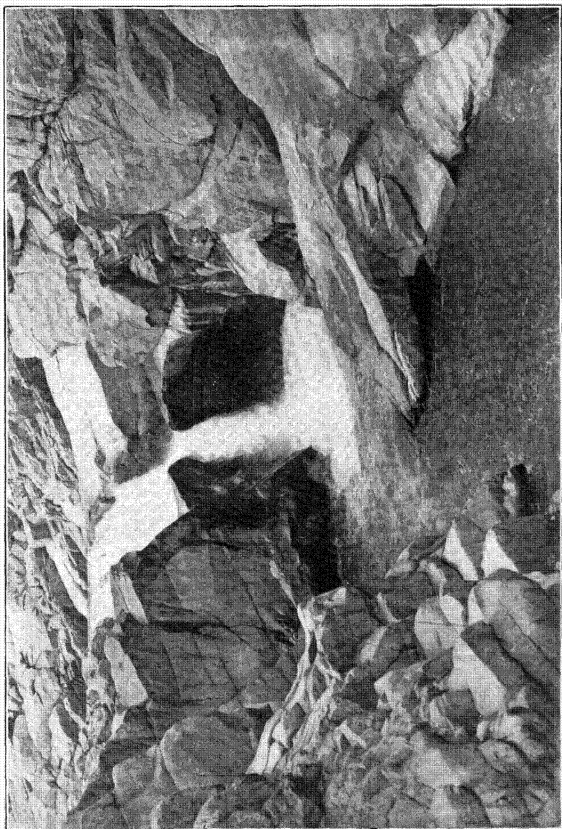




ARECIBO TO PONCE. SOME HEAVY EXCAVATION, WITH UTUADO IN THE BACKGROUND.

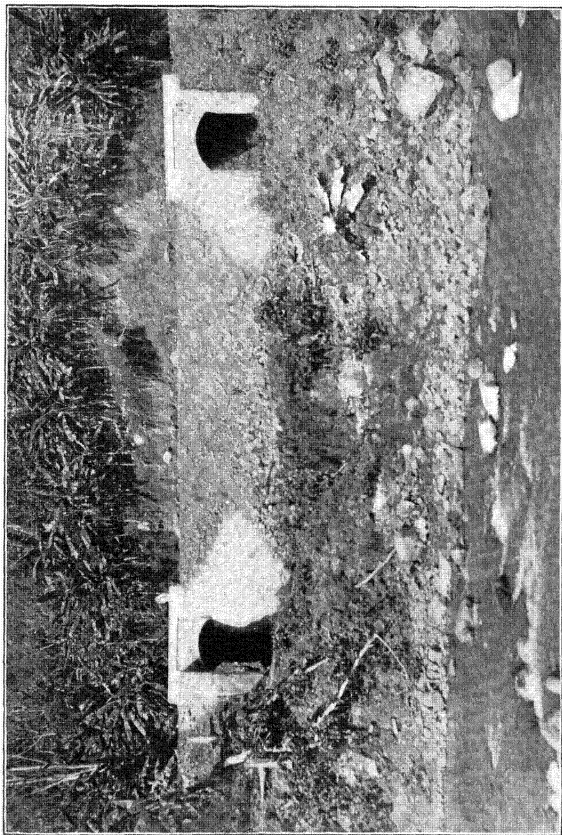
An abutment is also shown where a steel bridge built by the Spaniards was wrecked during the hurricane.



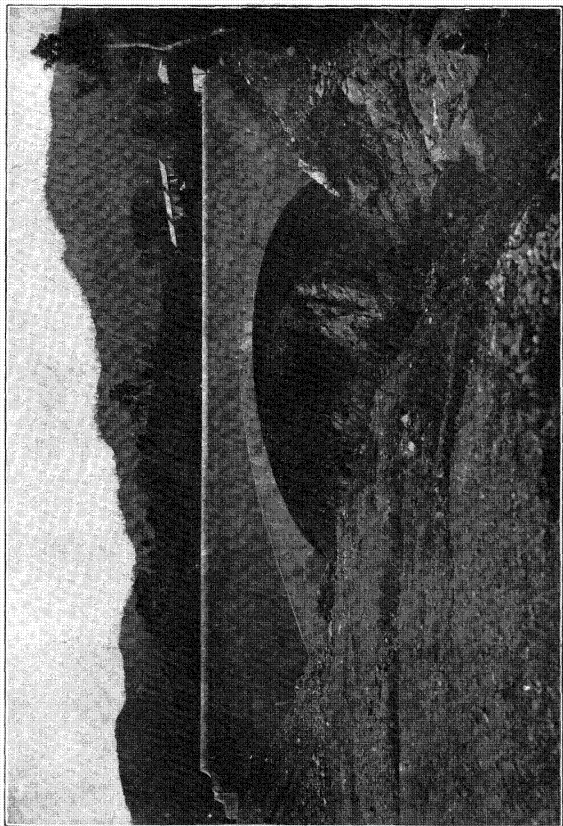


ARECIBO TO PONCE. ONE OF THE FALLS OF THE RIO GRANDE, ARECIBO.

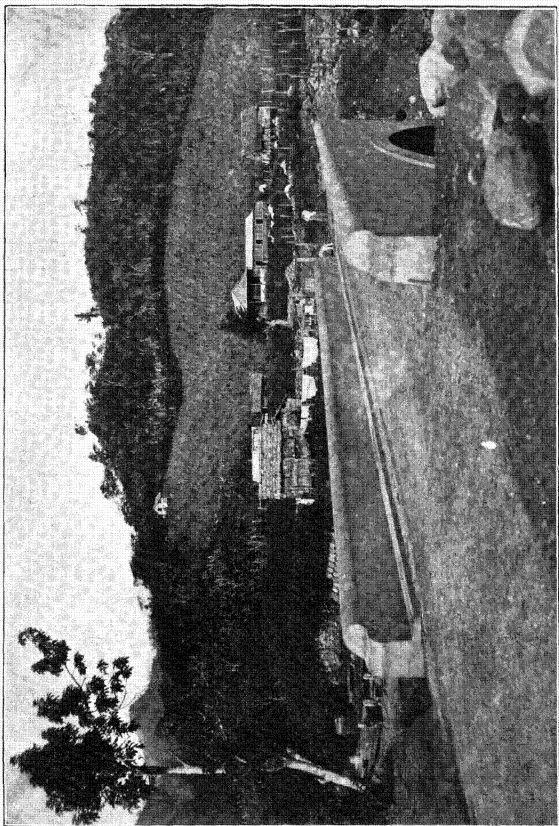




ARECIBO TO PONCE. A PAIR OF TYPICAL CULVERTS.

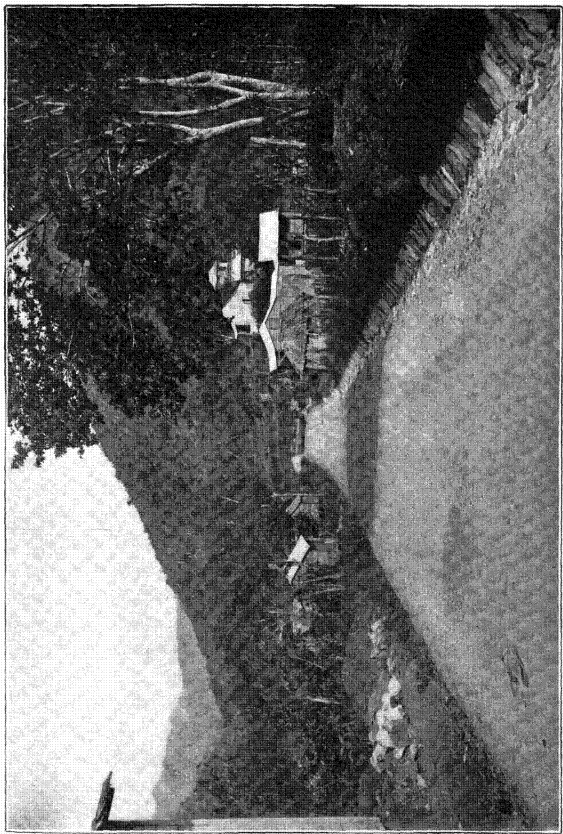


ARECIBO TO PONCE. 55-FOOT CONCRETE ARCH BRIDGE OVER THE RIO GRANDE AT ADJUNTAS.



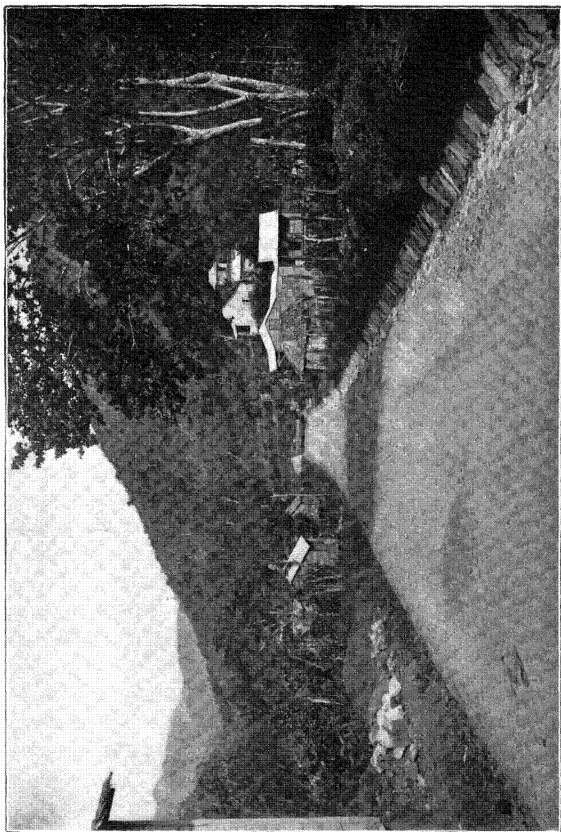
ARCIBO TO PONCE. VIEW OF 55-FOOT ARCH BRIDGE, LOOKING NORTH.





ARECIBO TO PONCE. FINISHED ROAD SOUTH OF ADJUNTAS, SHOWING PAVED GUTTER ON THE RIGHT.





ARECIBO TO PONCE. FINISHED ROAD SOUTH OF ADJUNTAS, SHOWING PAVED GUTTER ON THE RIGHT.

Financial administration.—The general treasury intendence depends on the superior authority of the governor-general, the superior chief of administration (intendant) in charge, attends to the financial management of the accounting system; the auditing, supervising, and rendering of accounts according to the budget; the administrative work of delegates of regions; the subordinate financial bureaus of the central treasury; the finances of the provincial deputation, but the power of inspection of financial matters inherent in the governor-general and his regional delegates is retained by reason of that office. It behooved the intendent to make the most equitable distribution of taxes and imposts; to arrange to increase as much as possible the product of taxation and other revenues; to make all disbursements except military and naval; to communicate orders from the colonial department, and to see that they were executed; to see that stated reports and returns were forwarded to the colonial department; to submit in January of each year to the council of administration the annual budget, and after same shall have been received and reported on by the council to forward same to Madrid; communications to and from the intendence and the minister of the colonies in Madrid was through the governor-general; the powers granted to the intendence always subordinate to those of inspection inherent in the governor-general; the intendent or a designated representative shall be present at the sessions of the council when considering the budget; in case legitimate proceedings are had in the way of appeal against the dispositions of the intendence, action shall be suspended pending administration of legal question; all appeals instituted against decisions of the intendent shall be presented within fifteen days; the colonial secretary to make rules for conducting business of the intendence and to secure liability of officials.

Inspection of public services.—This had for its purpose (a) the proper maintenance and improvement of the service; (b) the determinations of complaints by appeal. The inspections were made by (a) the governor-general or by (b) the colonial secretary. They were exercised by these officers (a) on their own initiation or (b) because of an appeal in form of a complaint. The inspections initiated at will had for their object (a) the improvement of the services; (b) the correction of abuses, and (c) the strict observance of the laws.

The colonial secretary had the power to initiate inspections by virtue of his obligation to supervise all colonial services, and the governor-general had the same power by virtue of his responsibility as the delegate of the Crown in the colony. Neither was subject to the control of the other. Both these officers could apply the proper remedy so it did not interfere with the legal administration of questions originating in appeal in complaint.

The appeal in complaint was made to (a) the governor-general respecting matters pertaining to intendence and local administration, and to (b) the colonial secretary respecting same matters or any others concerning insular administration or government, all without limitations. The institution of appeal by complaint could not interrupt administrative proceedings, the legal period of time, nor the course of the claim. Every question tried by either procedure had to be determined in accordance with the law. Whenever, under the law, an appeal in complaint had to be litigated, a stay of administrative proceedings in the case necessarily followed, and the matter was determined by the litigative proceedings.

The colonial department in Madrid was in charge of the minister of the colonies. The administration and the collection of the revenues and payment of all public obligations was intrusted to the colonial secretary. In respect of administration and finance, the financial department had in Porto Rico four branches with a head office for each styled (a) the independent or administrative chief; (b) the comptroller; (c) the auditor; (d) the treasurer.

The intendent was the superior chief of the finances by delegation of the colonial minister, and therefore had authority and corresponding supervision over all the offices of the public treasury. The product of all the taxes, revenues, estates, rights, and lands belonging to the State constituted the public treasury of the island. The intendent was charged with the orders specified and described above under the title civil and financial administration. While he was in the hierarchical order subordinate to the governor-general, yet, in the exercise of his functions as chief of the fiscal administration and delegate of the colonial minister, he exclusively depended on the latter and received his orders directly from him.

The comptroller was intrusted with the preparation, direction, and liquidation of all treasury operations.

The auditor (a) criticised the administration of duties respecting collection and expenditure of the public funds; (b) supervised all disbursements and receipts; (c) kept the general accounts; (d) drew up the general monthly statements; (e) through agents on the spot inspected and supervised all branches of public administration and

disbursement. He was jointly responsible with the administrators, disbursing officers, and other chiefs of establishments for all illegal acts committed by them in the discharge of their duties. He was subordinate to the intendent, but in the fulfillment of his duties depended on the accounting section of the colonial department, with which he was allowed to correspond directly, and to which he was required to report faults and abuses observed which were not immediately corrected. Having remarked to his superiors respecting observed abuses, or irregularities, before authorizing acts which he considered irregular, and if, notwithstanding the same, he should receive an order in writing to execute the irregular act, he proceeded to execute it, but immediately reported the facts to the accounting section of the colonial department. The auditor was the chief supervisor of the army and navy disbursements. The auditor and his subordinates depended directly on the accounting section of the colonial department and were appointed and removed for cause on the recommendation of the same.

The treasurer was intrusted with (a) custody of the public funds; (b) collected the revenues and receipted for same; (c) made payments on warrants signed by the auditor; (d) required punctual rendition and consolidation of accounts by subordinates; (e) rendered the general accounts of the treasury; (f) kept well-ordered accounts of his receipts and expenditures.

The budget.—The public properties, revenues, taxes, and rights were the assets of the state. The legal obligations of all kinds were its liabilities. Annually there was drafted an itemized budget, by sections, chapters, and articles, for each branch of the public service, but the estimated expenditures were forbidden to exceed the expected receipts. The obligations included in the approved budget over those recognized by special provisions were the only ones for which payment could be exacted of the state. The annual budget was due in Madrid in the month of October of each year. Any change from previous budget or suggested disallowance, increase, or modification of services had to be explained in accompanying statements or reports and the details given. The fiscal year was from July 1 to June 30. The final budget of the island was finally drafted by the colonial secretary and had to be considered and voted by the Cortes in same manner as with the budgets of the Peninsula. If for any reason the Cortes failed to approve the budget for any year, then the one for the immediately previous year was in force as law. In case of extraordinary emergency, which could not be foreseen, imperatively demanded expenditures which were not provided for, the Intendent was authorized to request the colonial secretary, with full statement of necessity, and an extraordinary or supplementary credit. In case the emergency was so great that time for communicating with the colonial department was impossible, the intendent was authorized to grant the emergency credit upon the favorable report of the board of fiscal chiefs and under their liability. The board of chiefs consisted of the intendent (chairman of board), the comptroller (secretary of board), the auditor, and the treasurer. Extraordinary credits were covered in the next subsequent annual budget. Unexpended balances were available for six months after the end of the fiscal year, so that the year's financial operations could be liquidated and closed. At the close of the period of six months unexpended balances were canceled unless they had been continued and made available by proper authority; but uncollected credits and unpaid obligations, when the budget for any year was closed, were included as balances in the following period. Allowance distributions from the expense side of the budget were made monthly on monthly estimates of the chiefs of offices, and no payment allowance could be made unless provision for same had been made in the monthly estimate. Expenditures of recognized urgency could, however, be made on special warrants by the supreme political, military, or naval authority, who would also give an order in writing to the treasurer and the comptroller, and they would notify the intendent, the advance being reported and included in the next monthly distribution. Vouchers taken and presented in all cases of payment, a warrant by the disbursing officer always issued, the said vouchers were the justification. All disbursing officers were allowed five days within which to render to their respective chiefs proper accounts with vouchers covering disbursements during the preceding month. The central office was required to compare and examine the accounts and to forward same within fifteen days of the end of the month to the auditor of the island. The auditor had to examine the original accounts, consolidate all in a general statement, and forward same to the accounting section of the colonial office within forty-five days next following the month in question, and certified copies were required to accompany the originals to file in Madrid. Accounting officers were subject to a fine of one day's salary for each day's delinquency, the sum to be collected in the discretion of the chief of the office when the accounts were presented with tardiness. All money accounts were kept in the system of double-entry bookkeeping.

Appointments to office.—The governor-general was appointed and removed by the King, on recommendations of the ministry, upon the nomination of the minister of the colonies. The appointment of all other officers and employees of the insular government above the category of laborer depended on the minister of the colonies. All the chiefs of administration and their assistants and clerks were in a classified service, holding life positions, with pension privileges when disabled or superannuated. None could be discharged save for cause. All the disbursing officers and those holding judiciary positions were required to give security for their fidelity, which security in almost every case was in cash or in negotiable bonds. According to the system of financial responsibility adapted for Porto Rico all cash given as bonds of fidelity was taken up in the central treasury as cash receipts thereof, and was not set apart as a trust fund. Upon the termination of the duty for which security had been given and upon issuance of certificates of nonindebtedness the amount of cash deposited as a bond was returned by issuance of a treasury warrant in favor of the payee, but if negotiable bonds had been given as security, the same were returned in kind upon issuance of certificates of nonindebtedness.

THE PROVINCIAL LAW OF PORTO RICO.

The island of Porto Rico and the adjacent islands constituted the province of Porto Rico. Capital, the city of Saint John the Baptist.

Regional divisions.—The island was divided into the (a) region of San Juan, (b) region of Ponce, in each of which there resided a delegate of the governor-general. These delegates were of the category of chiefs of administration second class, and possessed the requisites for appointment of civil governors of provinces in Spain. Their salary was 5,000 pesos, the same as that of the provincial governors in the Peninsula. They could hold no other office.

Provincial authorities.—(a) The governor-general of the island, (b) the provincial deputation, (c) the provincial committee, (d) the delegates of the governor. The governor-general and his delegates, as well as other employees, were appointed and removed by the government in Madrid. The provincial deputation consisted of six deputies for each region and performed its duties in full session. The deputies held office for four years, the members being elected alternately in each region every second year. Deputies were chosen by electors qualified to vote for municipal councilors according to the municipal law. The provincial committee consisted of five members appointed from among its own members by the provincial deputation.

Duties of the governor.—The governor, and in his place his delegate in the San Juan region: (a) Presided whenever present over the deputation and its committee; (b) authenticated the minutes of the session over which he presided; (c) executed the decisions of the deputation and of its committee; (d) represented the province in judicial matters, reports, correspondence, and all communications; (e) inspected the offices of the province and the municipal councils; (f) audited their accounts and examined their archives; (g) enforced compliance with the laws and general decisions of the deputation; (h) issued the proper orders, and in cases of omission, negligence, or opposition decided what was deemed best, reporting to the supreme government; (i) suspended the decisions of the deputation and of municipal councils, as provided by law, and exercised powers which the laws sanctioned; (j) suspended the provincial deputation, mayors, and aldermen in pursuance of provincial and municipal law. Whenever the deputies or municipal councils did not meet or met in insufficient numbers, and when they refused to execute their duties, the governor-general could take appropriate action and order what should be done, reporting his action. The deputation acted on all matters submitted by the governor. The delegate of the governor and army authorities preserved public order in their regions. The governor designated substitutes for the deputies when they were absent or sick.

Organization and procedure of the deputation.—Persons residing in the province who were qualified for membership of the Cortez were qualified for delegates. The following were not eligible: (a) Deputies of the Cortez; (b) mayors, deputy mayors, and councilmen; (c) employees of the state, province, or municipalities holding office; (d) all persons interested in contracts, services, or furnishing supplies for the state or its municipalities; (e) all persons holding public offices specially declared by law as incompatible; (f) all persons engaged in litigation with the deputation, the province, or with municipalities. The elections of deputies took place during the first fifteen days of the month of September. Eight days before the meeting of the deputation the members presented their certificates of election to the secretary of the deputation. Temporary organization of the depu-

tation took place immediately under the chairmanship of the governor. The oldest member was the chairman, and the two youngest acted as secretaries. After the deputation had temporarily organized, one committee of three members of their own number reported on the certificates of all the members, and another committee of three reported on the certificates of the members of the first committee. Appropriate action immediately taken by deputation on these reports. Appeal was to territorial audiencia in case of contest. After contests were disposed of, the permanent organization was effected by the election of a president, vice-president, and two secretaries. Deputies who had not then presented their certificates were considered as having renounced the office, when a special election to fill the vacancies was ordered by the governor. Certificates annulled by the deputation were reported to the governor, who immediately ordered a special election. Appeals against annulment were taken before the audiencia within eight days. Meetings of the deputation on the first working days in April and November. First session of deputation in each term was inaugurated by the governor or by his San Juan delegate. Office of deputy without salary, but subject to liability, and could not be renounced except for just and acceptable cause. Extraordinary vacancies filled through special elections ordered by the governor. Vacancies arising from administrative or judicial decision were temporarily filled by the governor from persons who had already held the office by election. Resignations were accepted or refused by the deputation, and vacancies declared in pursuance of statutory provisions. These vacancies were filled by special elections ordered by the governor. The number of sessions to be held in each period were announced by the deputation at its first semiannual session. Extraordinary sessions were held whenever ordered by the governor. Sessions were suspended or adjourned by the governor whenever their holdings were considered dangerous. Publication was made in the official gazette of the governor's order to hold an extra session, and each member notified in writing eight days in advance; but orders for extra sessions could be recalled if the peace would be endangered in the opinion of the governor. Sessions were held in public unless special reasons required secrecy. Minutes of meetings published in the official gazette. Attendance obligatory. A fine of 25 pesetas imposed on any member who did not show a justifiable cause for absence. An absolute majority of the whole number was present to make valid any deliberation. A majority vote of members present adopted a resolution. In case of tie, the question was voted on the next day, and if no majority voted the president decided the tie. The deputation provided rules for its own procedure, dispatch of business, and order of sessions.

Jurisdiction and powers.—The administration and direction of the provincial interests were under the jurisdiction of the deputation, so far as they did not appertain to municipal boards. It drafted and approved the annual budgets. It examined and when proper approved the provincial budget submitted by the branch of local administration. It established and preserved the services devoted to the material and moral interests of the province and its inhabitants. It resolved on everything deemed proper respecting provincial administration, public works, all means of communication, agriculture, industry, commerce, immigration, colonization, public instruction, charities, health, fairs, expositions, and other institutions, but always subject to the high inspection and inherent powers of sovereignty reserved to the supreme government. It administered the provincial funds for the interest and benefit of the province. It decided without appeal the questions referring to organization of municipalities, claims, and protests in the election of councilors and legal qualifications of the members. It decided as to the fulfillment of duties assigned by law to the municipality. The resolutions adopted by the deputation were final, but without prejudice to legal appeals; but the governor suspended the execution of the resolutions of the deputation whenever he considered them contrary to law or to the general interests of the nation, and he could temporarily adopt of his own accord the action required by public necessities. This after having heard his council of administration. Within three days after the adoption of a resolution it was communicated to the governor-general, and if within eight days he did not suspend its execution it stood as approved and was final. Suspensions were explained by statements of reasons therefor and for the legal provisions on which the action was taken. Appeal could be taken by the deputation to the colonial secretary through the governor. The decision of the colonial secretary, after consultation with the council of state, was final. The governor was required to suspend the resolves of the deputation within three days after filing a complaint of an interested and injured party. The courts could also suspend a resolution upon the filing of a complaint of impairment of civil rights by an interested party, who was allowed thirty days for presenting complaint.

In case of suspension by order of a court, the governor had to forward all the papers to the colonial secretary, who had power to make final decision. Private individuals whose rights were injured by the deputation had legal recourse for indemnity against those delegates who had voted in favor of the resolution. Municipalities could appeal within eight days against all kinds of assessments ordered. The governor had to decide such appeals after hearing the council of administration, and if he confirmed the resolution the appellant could have a legal decision by the proper court.

The provincial committee.—The provincial committee of five members was always in session at the capital. It met as often as necessary, according to the order of the business adopted by the deputation at its first semiannual session or meeting. The regional delegate for San Juan was the president of the commission. Three members was a quorum, and three votes necessary to the adoption of a vote. A tie was decided by the president at the second session. Attendance of the members was obligatory. A member absent from four consecutive meetings was considered as having renounced his office. Vacancies were filled by appointment. Sessions were public, except in special cases.

Jurisdiction and powers of the committee.—It was a consulting body, and gave its opinions (a) when the regulations required it; (b) when the governor requested it. It took charge of the routine business of the deputation. Questions of competency of jurisdiction were decided according to law. The governor, after hearing the committee, directed that litigation be instituted in the name of the province. Litigation of complaints of large amount could be instituted by authority of the deputation.

Employees and agents of the deputation.—These were (a) a secretary, (b) an auditor, (c) a treasurer, with necessary employees. Appointments, salaries, and duties prescribed by the deputation. The governor could remove or suspend for four months these officers for a justifying cause. Appeal could be taken to the colonial secretary, who finally decided after hearing the council of state. The deputation could designate one of its own members or employees to inspect municipal councils. The secretary and president authenticated opinions and resolutions. The treasurer was the disbursing officer, and gave such bond as was required by the deputation.

Budgets for the deputation.—Accounts kept as required for other colonial funds. Budgets to be forwarded annually to the governor in March. Appeal from action of the governor could be taken by the deputation to the colonial secretary. General disbursements appertained to the president of the deputation, if in session, and otherwise to the vice-president, chairman of the committee. The budget included amounts to cover (a) personnel and supplies for offices; (b) care of buildings and property; (c) the comfort of the inhabitants; (d) public works, communications, agriculture, industry, commerce, immigration, colonization, public instruction, charities, and sanitation; (e) subscription to the official gazette; (f) fund for calamity and emergencies; (g) advertisements, printing, and stationery; (h) all other necessary expenses. The vote of a majority of the deputation was necessary to approve the budget. In case of nonapproval of a budget the old one prevailed. The following revenues were to be counted on for the necessary services: (a) The income of provincial property and institutions; (b) the portion allowed by law of the taxes and imposts of the state collected by the intendency; (c) the portion fixed by law of the municipal assessments, which had to be paid to the deputation by the municipal authorities; (d) the lottery.

Dependency and liability of deputies.—Under this title are many provisions defining personal liability and subordination of deputies, etc. A schedule of fines was prescribed for delinquency, disobedience, and disrespect to superior authority, the maximum of which in each case could not exceed 500 pesetas. There were further provisions for the suspension of deputies and provisions for appeal proceedings before the courts. Deputies removed for cause could not be reelected for six years. The governor and colonial secretary exercised high inspection over deputation matters.

THE MUNICIPAL LAW, DECEMBER 31, 1896.

Municipal districts.—A municipality is the legal association of all the inhabitants of a municipal district, which is the territory under control of a municipal council. It must have the following requisites: (a) Not less than 2,000 residents; (b) capacity to receive additional territory; (c) capacity to meet its financial obligations. Existing municipalities not having these requisites may be continued. Municipalities may be changed by (a) absorption with other districts,

(b) amalgamation in whole or in part with other districts, (c) removal of seat of government from one town or center to another. Absorption or abolition of a municipality is proper (a) when, on account of lack of means or otherwise, it is requested by the council and the majority of its inhabitants; (b) when towns coalesce. Segregation of a part of a district and its addition to another is proper when requested by a majority of the inhabitants of the part to be cut off, and if the separation will still leave the remainder with unimpaired requisites. In any case of separation or addition the persons interested must establish the new boundary and divide the property in communal lands and credits. The provincial deputation decides without appeal questions of addition and segregation, should there be no complaint. Every municipality shall form part of one of the judicial districts and can not belong to two such districts. The deputation shall decide after due proceedings, hearing the council and judicial authorities, respecting transfers in the judicial district and transfers in general. Municipalities situated not more than 5 kilometers from the district line of the capital or other town of equal size may amalgamate with the same after due application by resolution of the deputation.

Inhabitants.—The inhabitants of a district are divided into residents and transients, and residents are divided into residents and denizens. Residents are all free Spaniards over 25 years old who permanently reside in a district. Denizens are all Spaniards residing with the family of a resident. Transients are those temporarily residing in a district. Every Spaniard must be registered as a resident or denizen of some district. Every person who has residence in two districts must designate his official residence in one of them, or the last declared residence is the valid one. The character of a resident is announced officially by the council. The council shall at time of registry declare as residents all free Spaniards having two years' residence in the district and officeholders of less than two years' residence. A person changing residence after six months shall be declared a resident of the town to which he removes, but shall not thereby forego obligation of payment of taxes at his former home.

Registration.—The council shall prepare a register of all the inhabitants, showing whether they are residents, denizens, or transients; name, age, status (married or single), profession, residence, etc. Every five years a new register shall be made and this corrected every alternate year, showing legal incapacity, death, and transfer. Moving residents, parents or guardians, heirs, and legatees must make report to councils in order that elimination may be made in the register. The regional delegates shall see that the council corrects the registration periodically. After the registration has been made and duly corrected, a list shall be made by the council showing changes, and another including all the inhabitants at the time. These shall at once be published. The rectification and registration takes place in December, and is open for inspection of the public in the secretary's office. By the 15th of February the council hears complaints alleging errors, shall make minutes, and decide by end of month, notifying complainants. Against these decisions appeal lies to the deputation, the notice of appeal filed with the mayor within three days after the decision, these appeals to be at once sent by mayors to deputation. Deputation finally decides within one month, and notifies council, giving reasons. This completes registration. The register serves for all administrative purposes. The councils send to deputation in December each year a census of their municipalities, the inhabitants, classified as the governor directs. The regional delegates see that this is done.

Rights and obligations of inhabitants.—All inhabitants have a right of action against decisions of councils, and right of criminal prosecution of mayors, aldermen, and associates. Persons appealing to councils receive a statement giving data respecting complaint, date, and how filed. Residents have a share in communal lands, property, and municipal rights. If the town has communal property the following is observed in its annual distribution: (a) When the property is common and indivisible the enjoyment and benefit is awarded at public auction among residents only; (b) if property is divisible, the council distributes products equitably to residents. In extraordinary cases of necessity the council may sell at auction the communal lands or allot portions at appraised values. The control of communal timber land accords with the forestry laws. For purposes of assessments and taxation the following shall be classed as owners: (a) Administrators, attorneys, or agents of nonresidents; (b) farmers, users, or proprietors of farms; (c) tenants of town property owned by nonresidents. Foreigners enjoy the rights granted by treaties or laws.

Councils and boards.—In each district there shall be a municipal council and a municipal board. The government of each municipality is under the council and

board. The councilors are of three categories, mayors, deputy mayors, and councilors. They are elected by residents, according to law. The councils have the dual character of judicial and administrative bodies. In their judicial character they may, (a) legally represent the municipality, (b) preserve property and defend rights. In their administrative character they may legally exercise authority over the entire district. The budgets are drafted by the councils and approved by the boards. It is the duty of the boards to establish and create means to obtain funds to carry on the government and to audit the accounts.

Organization of councils.—The census of population determines the number of councilors divided between deputy mayors and councilors. The councils arrange the territorial division into subdistricts in such manner as to facilitate the representation of minorities, each ward to be an electoral district. Each subdistrict is divided into wards, and those outside the central pueblo have each a submayor or delegate, appointed and removable by the mayor. The first subdivision into subdistricts, wards, and electoral districts to be made on following basis: (a) Council orders subdivisions and publishes announcement; (b) the residents and denizens, within a month, may file complaints; (c) in case of complaint, the council investigates and forwards same within fifteen days to the deputation, (d) deputation examines data and decides and reports within one month. Divisions once made stand for two years, and until time shows a change is needed. No change is ever made within three months of a coming election. The following can not be councilors: (a) Provincial deputies or deputies to the Cortez; (b) municipal judges, notaries, and officeholders; (c) those officeholders who may have nominal salaries; (d) those interested in contracts or furnishing supplies to district, province, or State; (e) delinquent taxpayers; (f) those in litigation with the municipality; (g) those unable to read or write. The following may be excused from sitting as councilors: (a) Those over 60 years of age; (b) former senators or deputies of the Cortez; (c) provincial deputies and past councilors, less those two years out of office. Each electoral district has its legal number of councilors. Municipal elections held during the first two weeks in May. Councils renewed by half every two years. Partial elections to fill vacancies held six months before the regular elections, when vacancies equal one-third of the whole number of councilors. Vacancies occurring nearer than six months to the regular elections temporarily filled by appointment of the governor. Partial elections to be ordered by the governor. Council meets on the first day of the fiscal year. Councilmen-elect present their certificates to secretary three days before day of meeting. Fine imposed on all who fail to appear without good excuse; fine to be fixed by regional delegate. Councilors who repeat this offense, and who by their absence prevent the legal organization of the council, pay double fines. In case of failure of election of new council at any election, the governor appoints temporarily to vacancies, the outgoing mayor to preside at first meeting. The mayor must be appointed from among the councilors-elect. The governor appoints the mayor and deputy mayors in his discretion. In default of his appointment, the council elects. The governor removes mayors and deputy mayors in his discretion. Mayors receive the salary allowed to them by the budget, but they may not receive a salary if there be a deficit in the budget. Vacancy in office of mayor within the half year preceding regular elections is filled by the governor if he wishes, and if he does not appoint, then by the oldest deputy mayor. The latter are substituted by the oldest councilor unless the governor fills the vacancy. Advocate syndics represent the corporation in all suits at law. They are elected by ballot by the council from its own members. It is their duty to audit the local accounts and budgets. There shall at least be one session of the council each week. At the second meeting the mayor shall report appointment of submayors of wards. They are removable at his will. The council fixes the number and strength of permanent committees chosen by ballot at second meeting and assigns their duties. Councilmen may be reelected, unless they become ineligible. The mayor only of the municipal council receives pay. Questions of eligibility and regularity of elections decided by the deputation.

The municipal board.—The municipal board is composed of the council and an equal number of councilors, called associates, appointed from among the taxpayers. Persons who are not eligible for councilors can not be members of the board. Appointments of associates by lot from the taxpayers of the sections. Rules as follows: (a) Numbers of sections can not be less than one-third part of the number of councilors; (b) in each section are grouped all the taxpayers whose professions or trades are more or less related to each other; (c) in small towns where this grouping is not practicable the taxpayers are grouped by wards, streets, or parishes; (d) each section has assigned it the number of associates in due pro-

portion to the tax paid by the members. This result of grouping into sections published in first month of fiscal year, complaint of the arrangement to be made within eight days to the deputation, which decided within fifteen days. This grouping prevails for two years. The council publicly draw lots for the designation of advocates. The associates' term for the fiscal year. Vacancies filled by lot.

Powers of councils.—The scope of duties and powers of the councils extended to the following subjects: (a) Municipal services generally; (b) streets, parks, roads; (c) paving, lighting, and sewerage; (d) water supply; (e) planting of trees; (f) bath houses, laundries, and abattoir; (g) sales and markets; (h) schools; (i) sanitary services; (j) municipal buildings; (k) police and charitable institutions; (l) municipal administration; (m) collection, investment, and accounting for all receipts; (n) disbursements. Councilors personally responsible for cost of legal proceedings resulting from actions for collection of indebtedness outstanding for one year and a day. Municipal roads at the charge of the municipality. Rural roads at the cost of the neighborhoods. Resolutions of the council relating to fairs, markets, police, primary instruction, and charities required approval by deputation. Police regulations required approval by the governor after report by deputation. Infractions of ordinances by inhabitants punishable by fines ranging from 50 pesetas in the larger towns to 15 pesetas in the smaller, with cost of repairs and confinement one day for each peseta of fine unpaid. Against a fine imposed administratively an appeal lies in the council, with right to institute legal proceedings. Appointment and removal of employees by the councils. To assist in construction of public works of all kinds personal services of inhabitants over 16 years of age and under 50 could be enforced. Such services not to be more than twenty days each year, with right of payment in lieu thereof at the average wage rate. This provision not to apply to soldiers, those who are incapacitated, and to employees in charitable institutions. Adjoining towns, with approval of the deputation, could combine to make intra-urban roads and to maintain rural police. When the council complained against the mayor they communicated same through him. In addressing the Government or the Cortes they communicated through the governor. Complaints forwarded to the Cortes or the Government not acted on within two months could be repeated and forwarded direct. To institute suits in the name of towns less than 4,000 inhabitants the permission of the deputation was necessary. Inferior and superior courts could not interpose against rulings of councils in which the latter have competency.

Proceedings of councils.—Sessions of councils public, except when secrecy is necessary, and always in the town hall. Punctuality of attendance by all councilors is enjoined except in case of necessary absence, which they must prove. Delinquencies of councilors and associates punished by fines ranging from 15 pesetas for each absence to 2 pesetas, according to population of towns. Mayors to preside at all meetings if present, and in his absence deputy mayors. Extra meetings of council to be called by mayor and on request of the regional delegates, or on request of one-third of the councilors. Business to be transacted at the extra session to be always stated in call, and no other business transacted at that meeting. A majority of councilors necessary to validate action of council. If, in response to a call for extra meeting, no quorum appeared, a new citation was made for meeting two days later, and those then present, whatever the number, was a legal quorum. Motions adopted by a vote of one-half of the number present, plus one, was conformable to the law. The secretary kept the minutes and entered the names of the members present and those voting in favor of or against a resolution. Minutes signed by councilors present and by the secretary. Those unable to write to be named. The secretary transmitted a copy of the resolutions of the council and board once in three months or oftener, through the mayor to the governor, for publication in the Gazette.

Administrative functions of officers and members.—Every resident had a right to request to be furnished a copy of the minutes, etc. The mayor (a) presided over sessions; (b) executed the resolutions of the council, using judicial compulsion if necessary; (c) suspended the resolutions when private rights would be invaded; (d) forwarded resolutions to the regional delegate which required his approval; (e) gave orders to the police, and held them to compliance; (f) saw to the investment of funds and to system of accounting; (g) inspected and directed duties of those in charge of institutions; (h) saw to the billeting of troops; (i) presided over public sales and auction of municipal property, etc.; (j) discharged the duties required of him by the governor and regional delegate. The sub-districts in charge of deputy mayors, who, in their districts, discharged the duties assigned by the mayor. Ward mayors under deputy mayors. Permission of the regional delegate necessary to sanction absence of mayor for more than eight

days, the senior deputy mayor to substitute him unless the regional delegate had appointed an acting mayor. Mayor designates his substitute during absence of less than eight days, and notified regional delegate. Deputy mayor and councilors required permission of mayor for absence more than eight days. Ward mayor was not to be absent more than twenty-four hours.

Secretaries.—Council appointed secretary and fixed his compensation. He had to be a Spaniard and sufficiently educated. He held no other office. The mayor and regional delegate removed secretaries, reporting same to the governor, but appeal laid to the colonial secretary, who decided. Duties of secretary: (a) To draft minutes of each session and read them at subsequent ones; (b) made note of action on each resolution; (c) issued certificates; (d) directed the employees in his own office; (e) had charge of the archives where there was no archivist; (f) sent each year to the deputation an inventory of all documents and records passing through his hands; (g) performed the duties of auditor when there was none; (h) was also secretary of the municipal board.

The budget.—The fiscal year was from July 1 to June 30. The council each year prepared a budget of all income and proposed expenditures. The budget conformed to the tax system of the island, but wide latitude allowed, subject to this provision in deciding on sources of revenue. The deputation had power of revision of municipal budgets, saw that there was no deficit of arrears, and that judgment of courts were paid. The governor and his delegate had certain powers of intervention in preparation of budgets. The budget contained provision for attending to all branches of municipal services, also annuities, pensions, judicial expenses, liquidated debts, interest, payment on contracts, fire department, life saving, allotment to support the deputation, provision to meet public calamities, printing and stationery. The revenues are rents and property earnings, direct taxes on services, works or industries, fines and forfeitures, personal taxes, consumption taxes on articles to eat, drink and dress. The following are proper objects of taxation: (a) Water for private use; (b) sewers and bathing in public waters; (c) police; (d) institutions of higher education; (e) building permits, abattoirs; (f) public booths; (g) rental and inspection of weights and measures; (h) cemeteries; (i) carriage licenses; (j) official certificates; (k) hunting and fishing licenses, navigation and transportation and water privileges; (l) sale of liquors; (m) hotels, cafes, saloons; (n) bathing establishments; (o) public shows; (p) gambling and raffling. The following may not be taxed: (a) waters for common use; (b) public lighting; (c) sidewalks and paving; (d) police protection; (e) charities; (f) primary instruction; (g) street cleaning. Taxes on slaughter of cattle to exceed 25 per cent. The imposition of any tax to be directed by the council in union with the board of associates. The general assessment applies to: (a) residents of the municipal districts; (b) owners living in other towns; (c) nonresident foreigners, etc.; (d) profits derived from pensions, interest, and salaries. Members of the army and navy and paupers are not assessable. The owners of city property are assessed on rents received. Farmers are assessed one and a half times the rent produced by estate. Nonresidents are assessed one-fifth less than residents. Laborers and mechanics are assessed on one-third of the average earnings. Total amount of pensions, annuities, salaries, and interest assessed in full. Professions are assessed on the total income. From the net income assessed was deducted the direct tax to be paid to the state. The determination of the taxable income fixed by the taxpayers themselves, each section drawing up a statement showing derivation of income. After the assessment had been approved its collection to be preceded with the following: (a) The members of each section of taxpayers, meeting with the council, fix the total amount assessable; (b) the municipal board assess the amount by a certain per cent or by classes; (c) the council decides complaints; (d) the appraisal and assessment is published and every taxpayer notified personally; (e) appeal lies to the deputation within fifteen days, but appeal not to hinder payment; (f) the assessment included an excess not more than 6 per cent for expense of collection and to cover uncollectable amount; (g) taxpayers who pay in advance escape the 6 per cent surtax. The council and associates, as a board, determine the subjects which are to be the objects of the consumption tax as well as the schedule to govern, which will not be more than 25 per cent. This tax is levied only on articles of food and drink consumed in the town. There must be no other tax on these articles. Imported merchandise may be required to pay the consumption tax. At the end of the fiscal year the open credits are all canceled. Budget allowances in one year are not expendable in the next save to liquidate debts incurred in the previous year. An extraordinary budget may be drawn up to cover unforeseen expenditures, but it must have same procedure as the ordinary budget. Debts owed by a town not secured by pledges or mortgages can not be judicially demanded.

Insolvency of towns, and their failure to meet their obligations must be reported to the deputation, which shall order what is proper. Incidental or unexpected receipts can not be applied to expected obligations. The resolutions of the municipal board relating to the budget may be appealed from to the governor by person injured in so far as an infraction of the law is claimed. The governor decides after hearing the council of administration. In case of public calamity the mayor may authorize extra budget expenses not exceeding $2\frac{1}{2}$ pesetas for each resident, or one-third the regular budget, but he must promptly report action.

Municipal accounting.—In towns expending over 100,000 pesetas there was an auditor appointed by the council, with fixed salary. The council appointed and discharged the treasurers, and fixed the guarantees they had to give. The funds were deposited in the treasury chest, of which the three keys were in charge of the depositary, the comptroller, and the supervisor. The auditor drew up the accounts of each term, submitting them to the council after audit by the syndic. Afterwards these accounts were submitted for revision by the board. The municipal council, in the first fifteen days of February, audited and revised the accounts of the previous year. There was a publication of the annual accounts. Administrative liabilities of councilors were declaimed by the deputation. The financial records were open for inspection of any resident during office hours any day in the year.

Appeals from decisions of councils.—Resolutions of councils were suspended when action taken was not authorized by law, and in case of delinquency. Suspensions reported to the regional delegate with all the facts. Resolutions also to be suspended in case private rights were impaired; complaint was filed; papers forwarded to the governor, who decided after hearing provincial committee. Complainants whose civil rights were impaired could appeal to the courts, and the tribunal might order suspension pending judicial determination. The regional delegate could suspend when legal jurisdiction had been exceeded.

Liability of councilors.—The governor-general was superior chief of the municipal councils of the province. These also subordinate to the deputation. The mayors and councilors incurred personal liability for abusing or misusing their powers, for disobedience or disrespect to their superiors, and for negligence or omission which resulted in damage to the interests intrusted to them. The liability was demanded before the administration, or before the courts, but extended only to the members who took part in the actions. These officers incurred penalties of warning, reprimand, fine, or suspension, and these were ordered by the regional delegate. The maximum fine enforceable on mayors, from 50 to 150 pesetas, and on councilors, from 10 to 50 pesetas, according to population of towns. In the imposition and collection of these fines, the following rules were observed: (a) The fine imposed in writing, stating reason; (b) receipt in writing issued on payment; (c) fines paid in stamped paper; (d) fines paid from personal funds of payee; (e) only those members responsible for wrongdoing were fined. Appeal against fines laid to regional delegate. When fine imposed was confirmed by ruling of delegate, any appeal to the courts had to be based on error of form. If a fine was declared improper the amount was refunded. Writ of attachment for collection of fines forbidden, but the judge of the first instance, upon request of the delegate, proceeded with necessary measures to collect through judicial compulsion. The governor freely suspended mayors and deputy mayors. He also suspended councilors when they committed serious acts of disobedience, and if they persisted after reprimand, he could impose a fine. Suspension of deputies and councilors could not exceed four months, after which they resumed their duties unless they had been administratively removed. The colonial secretary might amend the act of the governor ordering removals and supervision. The governor administratively removed mayors, deputies, and councilors in cases determined by law, first hearing the council of administration. Against this action a litigative appeal could be taken. In case of criminal liability the governor forwarded the case to the proper judge for proceedings under the penal code. Councilors administratively and judicially removed were disqualified for six years. Criminal prosecutions could lie against any municipal officials (a) who had paid a quota lower by way of assessment tax on license than they should have paid; (b) when the total product of assessments and taxes exceeded the amount stated in the budget, plus 6 per cent; (c) when the quotas were higher than the law allowed; (d) when any kind of impost not in the budget was established and collected. The courts made the following declarations in addition to penalty fixed by law: (a) Imposition of double quota upon guilty parties in first case; (b) annulment of assessment in excess of amount authorized and return of taxes collected, with a fine equal to the excess conjointly imposed upon the guilty councilors and

and associates—this in the second and third cases; (c) annulment of the tax imposed and return of the collected amounts with a fine equal to their value, demanded as mentioned under *b* above—this in fourth case.

Political government of municipal districts.—Mayors were representatives and delegates of the government, and in this character they discharged all the duties devolved upon them by law, working under the direction of the governor-general and provincial deputation. The governor-general and the colonial secretary exercised the power of high inspection over the municipalities, in accordance with the powers inherent in the sovereignty reserved to the laws by the government of the nation.

ELECTORAL LAW OF PORTO RICO, DECEMBER 31, 1896.

ELECTION OF PROVINCIAL DEPUTIES AND MUNICIPAL COUNCILORS.

Electors.—The residents of the island not incapacitated, who were (*a*) heads of families; (*b*) over 25 years of age, and (*c*) had two years' residence in district, and (*d*) had paid 25 pesetas or more of tax, or were (*e*) civil employees of the State, province, or municipality; (*f*) former employees suspended with pay; (*g*) retired from the army or navy; (*h*) members of the liberal professions of two years' residence, and over 25 years of age. In towns of less than 4,000 inhabitants, all residents. In computing taxes the following were considered their own property: (*a*) Property of wives considered as property of husbands; (*b*) property of children considered as property of parents; (*c*) property of children that of which their mothers have the use. The taxes of partners in business, not corporations, were determined by their partnership interest in the business. In case of taxes on estates leased, the proprietors were considered as paying two-thirds, the lessees, one-third. The following not to be electors: (*a*) Criminals sentenced to forfeit their political and civil rights; (*b*) those criminally indicted; (*c*) criminals under sentence; (*d*) paupers and mendicants.

Eligibles.—All electors were eligible for provincial deputies. All resident electors of towns, who possessed the requisites under the local law, were eligible for councilors. Repatriated Spaniards must prove repatriation to have been recovered at least one year before election.

Acquiring and forfeiting the franchise.—The electoral lists conforming to preceding provisions constituted the electoral census for councilor's and deputies. The electoral franchise, after the lists had been published, could only be obtained and forfeited through judicial declaration. Judges in the judicial district competent to grant or deny the franchise. Inclusion or exclusion in the list is on the request of those already registered. Demand for inclusion to be accompanied by documents, proving age, taxes, and other qualifications. Demand admitted or refused as to eligibility within eight days, and the result published. Within twenty more days, opposition to inclusion presented. After twenty-four hours the judge finally decides on eligibility if there be no opposition, but decision may be withheld in case opposition was announced. The judge had five days in which to decide opposing claims, orally hearing all parties who appeared, with council, if requested. Minutes kept of hearings which could last for three days, decision given in one day more, but further appeal for review and stay could be had. Decision final in default of appeal. In case of transfer of residence, the elector submitted proof of eligibility at former residence, but contrary proofs could be admitted by documentary justification. Determination reached through proceedings similar to those required in case of demand for inclusion. Citation accompanied by copy of demand, and served at residence of interested party, hearing had and decision rendered as required by law of civil procedure. A person excluded from the list not to be reinscribed in that or any other district unless that it was proved that he subsequently gained eligibility. Questions of final appeal decided by the audiencia, and minute governing provisions are laid down. Final sentence given in writing to the interested persons so requesting, and to the region delegate, who ordered entry in the lists.

Formation and correction of electoral census.—Municipal secretary in each town, the seat of an electoral district for provincial deputies, keeps a "Registry of the electoral census," divided into as many parts as there are electoral colleges. Names of electors in alphabetical order, and entered in each register in two lists: First, electors who are taxpayers; second, electors who are such by qualification. Each of these lists contained information as follows: (*a*) Names and paternal and maternal surnames of electors; (*b*) the reason of his franchise; (*c*) place where a taxpayer, or where obtained his professional degree; (*d*) residence. These lists constitute the electoral census, and are in charge of the electoral census commit-

tee, for deputies to the Cortez. Change of residence must be reported to the committee. To be a certification of each list, signed by the members of the committee and its secretary. In separate books headed, "Of admission" and "Of withdrawal," one each for each college, names in proper order entered: (a) Of decedents; (b) of forfeitures of residence; (c) of those disqualified or excluded; (d) of new electors inscribed through judicial sentence. On December 1 each year lists of admissions and withdrawals, made during the year, be published by edicts and in official gazettes. Inspecting committees received protests until December 10 against inaccuracy of lists, and acted on them at once. Protestants may appeal before December 20 from decisions of committees to courts, which finally decided and notified parties in interest. The inferior courts competent to decide these protests. The rectified lists of electors inscribed in registry. Before January 9 each year the final lists of the electoral census were published officially, each college separately, and certified copies sent to the respective colleges. These lists remained valid until a new rectification took place, the new one based on the last.

MUNICIPAL ELECTIONS.

Organization of colleges.—Municipal councils elected at time prescribed in municipal laws. The governor issued the calls for all elections of councils. Each municipal district divided into colleges. The council announced ten days before election the places where the colleges met, publishing lists in force. Balloting took place under chairmanship of mayor and supervisors appointed by electors, who composed the electoral committee. Deputy mayors and councilors substituted the mayor on those committees which he could not preside over personally. Supervisors were thus designated: (a) Electors for each college, in any number, propose the names of 3 supervisors and 2 substitutes, all being electors in the college; (b) proposals made by means of formal tickets, or by means of a notarial document; (c) two of the signing electors must write their rubrics on the margin, and sign their names on the envelope, certifying to correctness of signatures of all the other signing electors who joined in the proposal; (d) the supervisors proposed may signify their willingness to serve by so stating on the ticket or document; (e) if a notarial document is used the notary must certify to signatures and to personal identification of the signers; (f) if any of the electors who propose supervisors do not know how to write, the fact is certified to by the notary. On Sunday next preceding the day fixed for election, at 11 a. m., mayor received and places on a table, in order of colleges, the envelopes containing proposals. At 12 o'clock the mayor or his legal substitute announced proposed opening of proposals. Presiding officer opened and read the proposals and municipal secretary made minutes. Signatures of proposers and proponents were verified and compared with electoral lists, no account taken of proposals of those whose names were not registered as electors, or of proposals in which elector had signed more than one list. Such attempts at fraud referred to courts for punitive action. Minutes stated number of envelopes, names of proposed supervisors and of substitutes, and number of electors concurring in each proposal. If number of supervisors proposed for each college should be 4 or 6, having requisite qualifications, they were declared elected. If more than 6 were proposed, the 6 having most votes were declared elected. If no proposal was received for any college, or if less than 4 eligibles were proposed, then the council, in union with those designated, completed the number to 4 from the substitutes, if there be any, or otherwise named, in their discretion, the number of supervisors lacking to make 4. Supervisors who had not already signified acceptance were at once called upon to accept. If any supervisors declined or were disqualified, their places were taken by substitutes, and lacking substitutes, by other electors named by other supervisors, or by the majority of the council. Minutes were drafted and signed without recess, and protests, if any, noted, and the council subscribed also. The supervisors at once notified of the place and hour of election at each college, and notification to electoral committees of names of chosen supervisors. Literal copies of minutes of this meeting forwarded at once to the deputation and also to the regional delegate.

Balloting.—Sunday always the day of election. Voting began at 8 a. m. sharp, and continued without interruption until 4 p. m., when it is closed, and the counting of votes began. If material disturbances occurred in any college, the chairman suspended voting and gave notice that it would be resumed the next day. The municipal council and the regional delegate were notified of the supervision. Lack of presence of any of the supervisors less in number than a majority did not cause suspension. Remaining supervisors, if a majority, went on with the ballot-

ing. If absentees equaled or exceeded a majority of supervisors, the committee, in its discretion, filled vacancies from qualified electors of the district. Balloting secret. The elector gave his name to the committee and personally handed to the chairman a folded ballot containing the written or printed name or names of candidates for councilor. The chairman held the ballot, always in public view, until he dropped it in the box, previously ascertaining by means of the supervisor that the voter was eligible. The chairman called aloud the name of the voter and the fact of his voting. Two of the supervisors enter the name of voter on the duplicate lists in numerical order. If voter was challenged on grounds of identity, the vote was suspended until after closing the polls, when the committee by majority vote decided what was proper. Proof in support of challenge had to be forthcoming immediately, and in any event the challenge had to be investigated as to fraud by the courts and criminal liability fixed on either party. At 4 p. m. the chairman closed the polls and publicly inquired if any had not voted, and one minute later repeated the inquiry. After deciding protests, if any, the members of the board immediately voted these, being the last, and the supervisors immediately rubricated the lists after the last names. In counting the votes the chairman read the vote aloud, taking them one by one from the box. The supervisors at the same time verified ballots with list of voters. Every elector voted for two councilors if three were to be elected; for four if six were to be elected, and for five if seven were to be elected, this to permit minority representation. Ballots which were blank or not intelligible, or did not contain the first name of the persons voted for, were null and not counted. Ballots which contained more names than were proper to vote for are valid only for those to complete the number required in their written order. An expressed doubt of the chairman, after reading the ballot, respecting its meaning could be followed by an examination of the ballot by the elector, if he desired to make one. The result immediately publicly announced, giving number of ballots and number of votes obtained by each candidate. The ballots were burned immediately in public, except those which were a cause of challenge or were invalid in the opinion of the board. Such are attached to the minutes and preserved therewith. Minutes signed by chairman and two supervisors, in which were entered the number of registered electors, the number who voted, the number of votes obtained by each candidate, the challenges, the protests, and the disposition of same by the supervisors. These minutes, with all necessary papers, filed with the mayor before 10 a. m. the following day. A literal copy of the minutes, authenticated by members of committee, sent by mail the same day to the president of the deputation and another to the regional delegate. Postmaster receipted for packages. Before the committee adjourned one of the supervisors selected by a majority of the committee to be present at the meeting of the board of canvassers. Before 10 a. m. the next day there had to be exhibited publicly outside the doors of the college copies of the numbered lists of voters duly certified and a recapitulation of the votes obtained by each candidate. The chairman preserved order, and he might demand the assistance of the authorities. Besides the local and civil authorities and assistants whom the chairman required, no persons save electors were present in the voting room. Electors not to be impeded entrance. No person could enter with arms or sticks, canes or umbrellas, except the infirm who need support to walk. In no case was the military present except on the call of the chairman to preserve order.

General examination of votes.—On Sunday following the voting at 10 a. m. the canvassing board met in the municipal building to count the votes, or, if prevented, then at the earliest practicable day, duly announced. The mayor was chairman of the board, which consisted of all the councilors and one supervisor, as previously provided for each college. Five a quorum. The electoral lists were placed on the table, with the original records, and summary of the voting of each college given. Objections presented were entered in the minutes; only members of the board to make objections. The board could annul no record. Its powers limited to examination without discussion, of the count, and if any doubt arose as to the count the majority decided finally. The general recapitulation announced, and the chairman then announced the names of the councilors-elect to be those who have received the largest number of votes in the entire district. Ties decided by deputation. Three sets of minutes drafted, all duly certified by members present. One copy, together with the original minutes of the several colleges, retained in the town records. The other two copies sent one to the deputation and the other to the regional delegate. Each councilor received an extract of the minutes, containing the general result of the voting, and statement of protests, if any. These served as credentials to councilors-elect. The board could not adjourn until the chairman announced the election finished. Partial elections took place in same manner as for general elections.

Presentation of certificates.—Claims and protests sent to the deputation so they could decide them before July 1. The deputation judged as to legality in accordance with the law and declared elected those councilors who appeared to have been legally chosen. Ties were to be decided by lot unless one of the two had better right on his side. The judicial authorities, on the order of the governor, advised the deputation on legal points, if it so requested, respecting protests. After the deputation approved an election, no claims whatever respecting its validity to be heard. Declaration of annulment of election by the deputation and reason therefor by the deputation published in the gazette. If an election was annulled on account of fraud committed in selection of the board, the chairmanship of new election to be given to the mayor of the seat of the judicial district, or, if the nullity affected that town, then the chairmanship was intrusted to the mayor of the nearest town. The new election, on account of nullity, took place before June 20, of which due notice was given and published. In case of dissolution or suspension of a council, the renewal took place according to same procedure as above.

Election of provincial deputies.—Elections, both ordinary and extraordinary, took place on call of the governor at time prescribed in the provincial laws. Electoral regions, districts, and sections, into which the island was divided as follows:

First region—First district.—San Juan, 21 sections: San Juan, Maunabo, Yabacoa, Humacoa, Piedras, Vieques, Naguabo, Hato Grande, Luquillo, Fajardo, Cieba, Juncos, Gurabo, Aguas Buenas, Caguas, Bayamon, Carolina, Loiza, Rio Piedras, Rio Grande, Trujilla Alto.

Second district.—Arecibo, 20 sections. Arecibo, Corazal, Vega Alta, Vega Baja, Camuy, Ciales, Hatillo, Manati, Morovis, Quebradillas, Barceloneta, Aguadilla, Isabela, Moca, Naranjito, Comerio, Dorado, Toa Baja, Cidra.

Second region.—First district.—Ponce, 15 sections. Ponce, Adjuntas, Aibonito, Barranquitas, Barros, Coama, Guayanilla, Juan Diaz, Santa Isabel, Guayama, Arroyo, Cayey, Salinas, Patillas, Utuado.

Second district.—Mayaguez, 15 sections. Mayaguez, Añasco, Cabo Rojo, Sabana Grande, Las Marias, Hormigueros, Maricao, San German, Lajas, San Sebastian, Rincon, Lares, Aguada, Peñuelas, Yauco. Subdivision of sections into electoral colleges according to the municipal laws. Each district elected three deputies, each elector voting for two in order to facilitate representation to minorities. Provisions of the law for municipal elections applicable to election of deputies so far as practicable. Literal copies of the minutes of the election of the board sent by the mayor of the town which is the seat of the district to the president of the deputation and to the regional delegate, all as provided in municipal law. Each college sent minutes of the election when ended to the secretary of the council, and copies of said minutes to same authorities. General board for examination of votes met in seat of district, presided over by mayor of same, and consisted of councilors of said town and a supervisor for each electoral committee. Certified copies of the minutes of same sent to the deputation as soon as examination concluded, and another to regional delegate, filing original in office of municipal council. Votes for deputies obtained in localities where candidates reside not to be counted. Deputies each present their certificates to secretary of deputation eight days before day fixed for opening of session, on which day it organizes. In case of dissolution or suspension of deputation, or substitution of one or more of the members, the renewal was made by voting of electoral body and by same procedure pursued for original elections.

PENAL PROVISIONS.

Sentences.—Forgeries in any documents connected with election of councilors and deputies punished by imprisonment of from one to six months, a fine of from 500 to 5,000 pesetas, and temporary disqualification from office and for exercise of political rights.

The following commit forgeries: (a) Officers who alter the electoral lists or the book of census; (b) those who improperly assign votes in favor of a candidate; (c) those who knowingly and with bad faith alter the hour when voting was to begin; (d) those who voted being disqualified; (e) those who voted more than once at same or different polling places, or who do it in name of another; (f) the chairman and secretaries who permitted illegal voting; (g) those who said that they were older than they were, with object of acquiring the franchise; (h) those who committed any other act of forgery.

Coercions.—Threats of coercions, connected with any elections, punished with imprisonment from one day to one month, a fine of from 250 to 2,500 pesetas, and temporary disqualifications to exercise political rights. Crimes of threats of direct

coercion committed by (a) civil, military, ecclesiastical, or any other class of officials who force electors dependent upon or subordinate to them, to give or deny votes; (b) those who by taunts or threats attempted to restrain freedom of voters; (c) those employing civil, military, or ecclesiastical agents in conducting elections so that they might control votes. Crimes of indirect threat or coercion are committed by (a) those who offered bribes or made promises in favor of candidates; (b) those who by same means opposed candidates; (c) those who during the election proceedings instituted proceedings of a character to intimidate or control voters; (d) officers of government who appointed, removed, transferred, or suspended clerks, agents, or employees in the period between the call and until after the conclusion of examination of votes, provided such acts were not based on good cause and affected in some measure the action of the voters; (e) changes in status of employees as above always to be by order in which the reason or cause for the change had to be stated and order published in the Gazette. If this formality was omitted, the changes were understood as without cause; (f) those who solicited by means of criminals a vote for or against candidates, and those who offered to make the intimation; (g) candidates by means of bribes attempted to obtain votes in favor of another, and the election elector who received money or gifts of any kind for voting or refusing to vote.

Offenses by officers.—All offenses in violation of obligations imposed by law on election officials punished by imprisonment from one to six months, by fines from 250 to 2,500 pesetas, and temporary disqualification of political rights. This offense could be committed by (a) the chairman of any electoral committee who refused or prevented an elector from exercising the rights granted by this law; (b) those who failed to declare the proper persons elected and who falsely declared others so to be; (c) those who altered the times designated for making and correcting lists for election and for examination of votes; (d) mayors, secretaries, and chairman of committee who failed to publish the required lists; (e) those who did not furnish to candidates-elect certificates of election or who delayed doing so more than twenty-four hours; (f) supervisors who failed to provide themselves with the documents they should have at the time required; (g) the chairman or secretary who having taken charge of his office abandoned it or refused without reason to sign the minutes or resolutions of the municipality; (h) those who refused to include in the minutes the doubts, claims, or protests respecting election procedure and documents; (i) those who did not draft and authorize in due form and time the number of lists of recapitulations of votes, minutes, and certificates of minutes or who did not forward them in due time; (j) the mayor or other authority in his stead who failed in any of the duties assigned to him by law; (k) those who permitted a person to vote whose name is not on the list of section or college, and those who refuse permission for a proper person to vote; (l) those who broke the seals or tore the documents containing nominations of supervisors before the proper time; (m) the mayor or other official person who refused or delayed the admission or acceptance of claims of any kind or who refused prompt issuance of a receipt to the person preferring a claim; (n) the ecclesiastical officials who did not issue to applicants the sacramental certificates of birthday.

Abuses and disorders.—All arbitrary acts, abuses, or disorders not covered by the preceding rules punished by imprisonment from one to six months, a fine of from 200 to 2,000 pesetas, and temporary disqualification to exercise political rights. The following violated this provision: (a) The public official who caused the abuse of any elector or otherwise made it impossible to exercise the electoral right; (b) the person who restrained an elector of his liberty for less than three days; (c) those who caused disorders near polling places. The following were punished with a fine of from 250 to 2,000 pesetas or temporary disqualification to exercise political rights: (a) Those not infirm who entered a college with any sticks or canes; (b) those who, not being electors, entered a college and did not leave as soon as requested by the chairman.

Common provisions.—Public officials are not only those appointed by the Government, but all local officials, permanent and temporary. Accusations of crimes made two months after the completion of the election. The courts proceed against electoral criminals. The Supreme Court takes cognizance of causes against regional delegate or higher officials. The territorial audiencia, of causes against provincial deputies and judges of first instance, and inferior courts, of causes against mayor and lower officials. Courts not to refuse to institute suits in electoral cases. If they did they themselves incurred the penalties specified in the penal code.

CONSTITUTION AND SELF-GOVERNMENT FOR PORTO RICO.

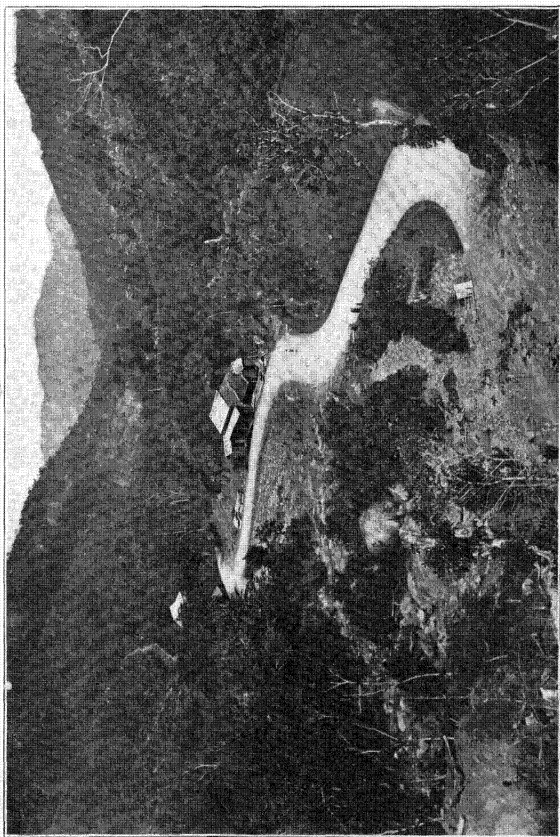
Decree of November 25, 1897.—The island to be governed by two chambers, and the governor-general, representing the mother country, as the supreme authority;

legislative powers as a colony to be vested in the two chambers conjointly with the governor-general; these to be named "chamber of representatives" and "council of administration."

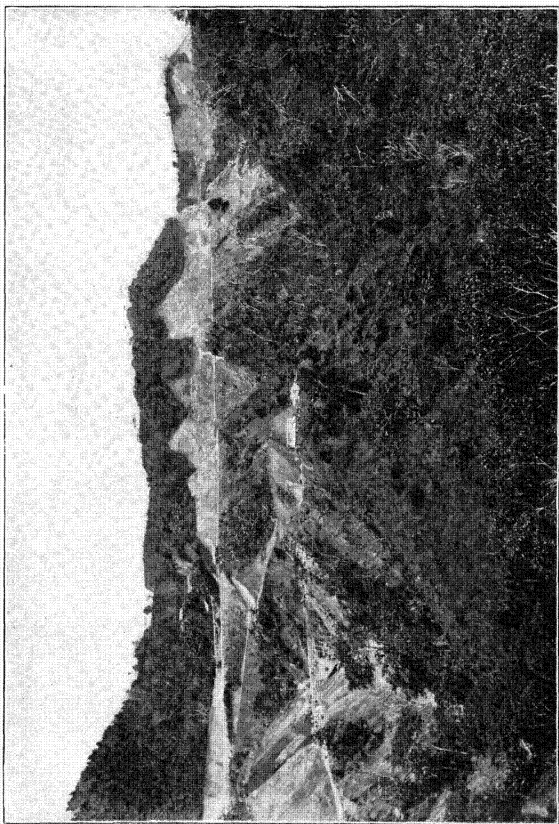
Council of administration.—Composed of 15 members, of whom 8 were to be elected in manner directed and 7, possessing due qualifications, were to be appointed by the governor-general for the Crown. Councilors to be (a) Spanish subjects; (b) 35 years old or more; (c) natives of Porto Rico of four years' residence therein; (d) not to be subject of pending criminal prosecution; (e) to be in full possession political rights; (f) property to be free from attachment; (g) for two years to have had annual income of \$2,000; (h) to have no interest in any contract with insular or State Government; (i) to have been a senator in the Cortes or possess qualifications for the position; (j) to have held for two years certain named offices; (k) any property owner of the 50 largest taxpayers. Councilors appointed by the Crown to have the qualifications stated in the decrees and to hold life appointments as such. One-half the elected councilors to be chosen every five years, and all such to be elected whenever the council was dissolved by the governor-general. Qualifications may be changed by a national law upon request of the insular chambers. No councilor to accept any civil office, promotion, title, or decoration, but secretaries of insular government to be excepted from this rule.

Chamber of representatives.—Members to be named by electoral boards, one for each 25,000 inhabitants. There were 32 electors for Porto Rico in February and March, 1898. Qualifications for members: (a) To be a Spanish citizen and a layman; (b) to have attained his majority; (c) to be in enjoyment of full civil rights; (d) to be a native or to have had four years' residence in the island; (e) not to be the subject of pending criminal prosecution. Members to be elected for five years and any number of times. Insular chambers to determine what classes of offices members may not hold. Any person securing or accepting a pension, employment, title, or decoration shall forfeit right to retain membership. These last provisions not to apply to those who hold appointments of secretaries.

Proceedings of insular parliament.—Chambers to meet every year, upon summons of the governor-general, in name of King. He may also suspend an adjourn the sessions and dissolve the chambers, either separately or simultaneously, but must reassemble within three months. Each chamber to determine its rules of procedure, the qualifications of its own members, and legality of elections. The rules of the national house of representatives and senate to be used until the bodies shall adopt their own rules, respectively. Each chamber to choose its own president and vice-president. Neither chamber to sit unless the other be in session. Chambers not to deliberate together nor in presence of the governor-general. Sessions to be public unless secret session is ordered as necessary. To the governor-general, through his secretary, and to either of the two chambers, belongs the power to initiate colonial statutes. Bills relating to taxation and credit must originate in chamber of representatives. Plurality of votes prevail, but measures containing legislation must receive action in session when a majority of all the members is present. Quorum is one-third of all the members. No law of parliament is legal unless passed by both chambers. All laws thus passed to be immediately presented by officers of both houses for approval of governor-general. No member to be held responsible for speech or vote in either chamber. Councilors and members not to be indicted or arrested without previous resolution of the chamber to which the person belongs if the chamber be in session, but those found in flagranti may be arrested at any time. In any case of arrest or indictment, the chamber to be immediately informed. Criminal proceedings against members of parliament to be tried before territorial audiencia. Indictment of military sedition, or the insulting or maligning of the governor-general, or assailing of national sovereignty in writing, which is admitted by the party, not to exempt the member of parliament notwithstanding the guaranty contained in the preceding article. Besides the power of enacting law, the parliament shall have the power to: (a) Receive the oath of office of the governor-general; (b) enforce the responsibilities of the secretaries who may be tried by the council when impeached by the chamber of representatives; (c) propose to the home Government the abrogation of existing laws; (d) invite the home Government to present bills as to special matters; (e) ask an executive session on colonial matters. If in the opinion of the governor any bill drafted by the secretaries affects national interest, before presenting same to parliament, he shall consult the home Government. The parliament has power to legislate concerning justice, internal matters, treasury, public works, education, and agriculture. Also on civil administration, provincial, municipal or judicial appointments, public health, credits, banks and monetary system, subject to the powers of the execu-

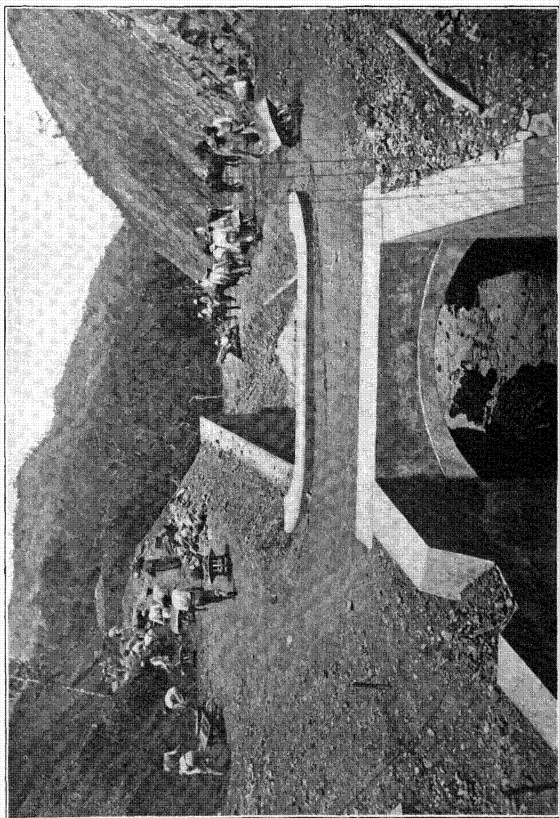


ARECIBO TO PONCE. A PIECE OF FINISHED ROAD BETWEEN ADJUNTAS AND PONCE, LOOKING NORTH.

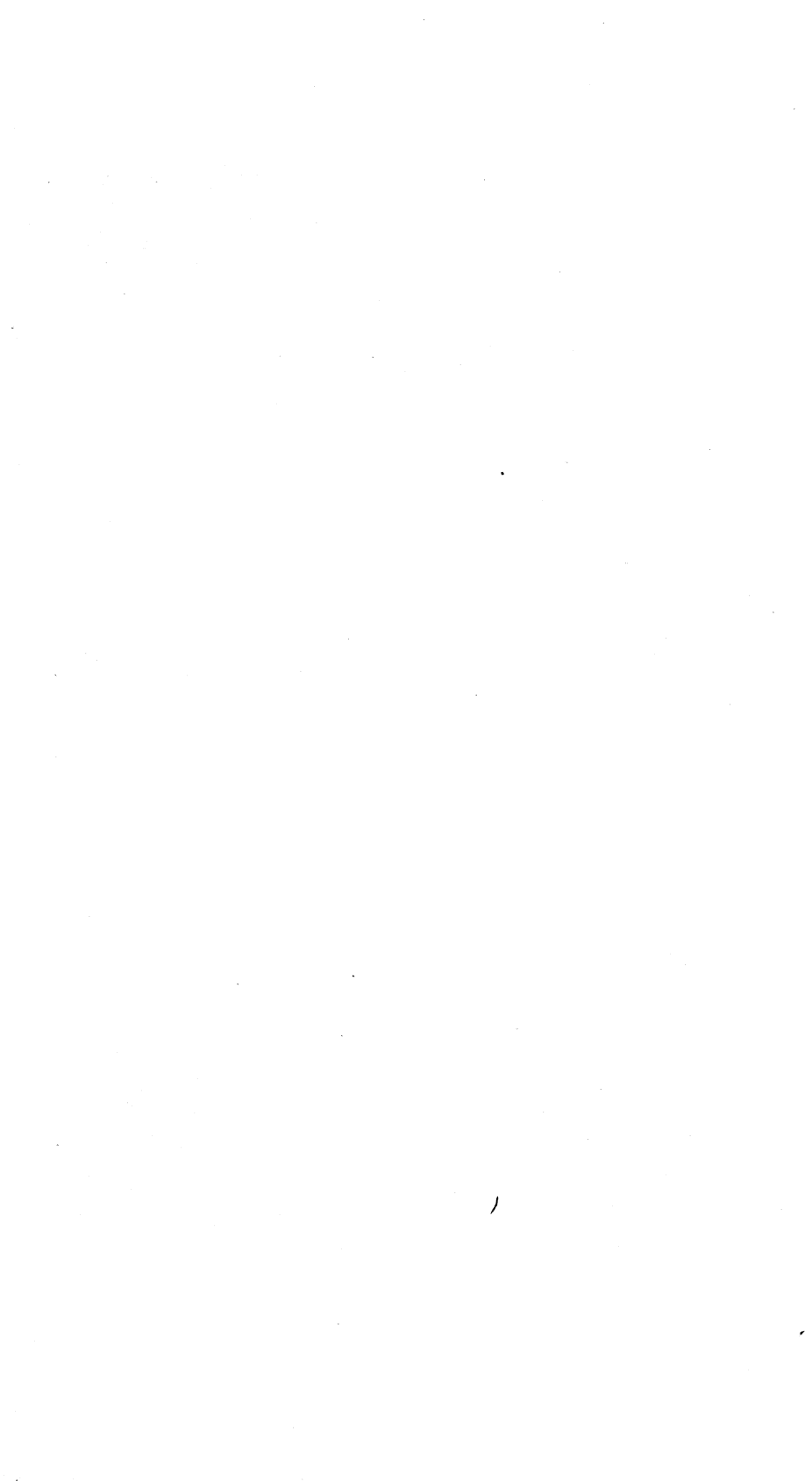


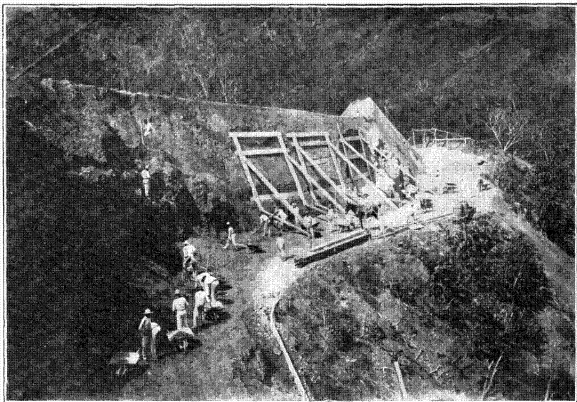
ARECIBO TO PONCE. VIEW OF THE "THREE LOOPS" ON THE MAXIMUM GRADE, DESCENDING THE SUMMIT TOWARD ADJUNTAS.



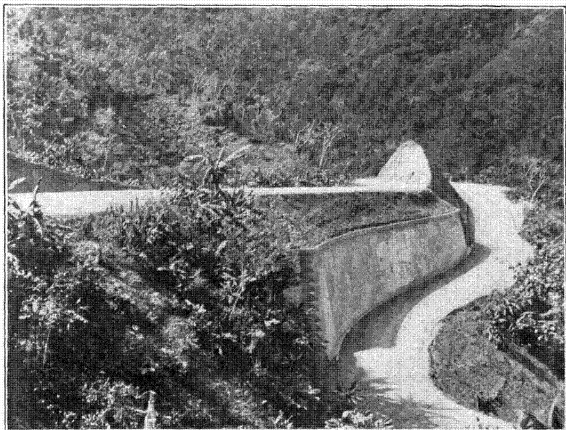


ARECIBO TO PONCE. CONCRETE CULVERT WITH LONG RETAINING WALLS.





ARECIBO TO PONCE. ROAD IN COURSE OF CONSTRUCTION.



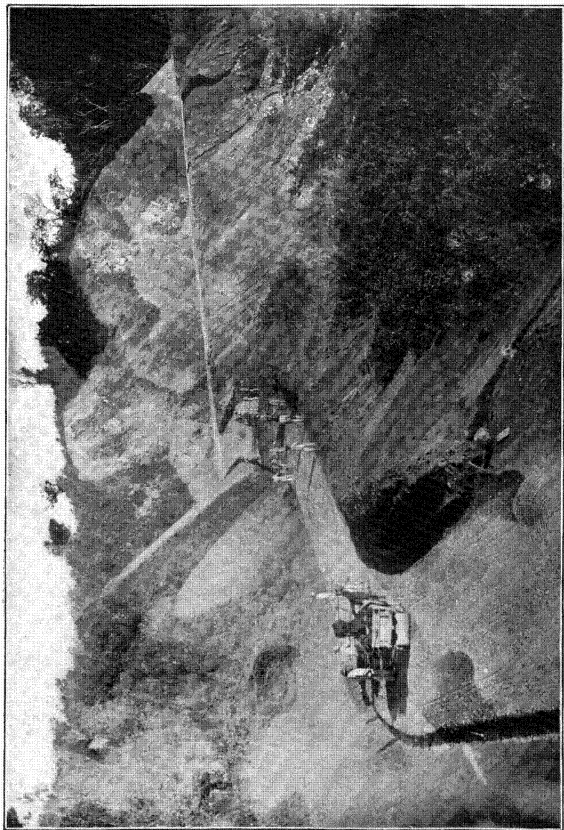
ARECIBO TO PONCE. ROAD COMPLETED.



ARECIBO TO PONCE. A VIEW FROM THE FIRST LOOP, LOOKING DOWN.



ARECIBO TO PONCE. SOME DEVELOPMENT WORK DOWN THE HEAVY GRADE.



ARECIBO TO PONCE. ROLLING SECOND COURSE.



tive. Also regulate elections, census, electors, and suffrage. Within the provisions of the national laws governing the judiciary parliament may propose to the home Government rules respecting the admission, continuance, or promotion in the local courts of lawyers who are natives or practicing in the island. Budgets shall be exclusively in control of parliament, but provision to be made for the quota due to the national budget. Governor to present to parliament before the month of January the annual budget in two parts, the first stating the revenues needed to defray expenses of sovereignty and the second the revenues and expenditures of the colony. Budget for the colony not to be considered until the one for sovereignty has been voted. Cortes of Kingdom to determine every three years what expenditures are necessarily inherent in sovereignty. Treaties of Spain with foreign countries affecting the colony to be made by Spain with cooperation of insular delegates submitted to insular parliament for its ratification. Tariff to be framed by parliament both on exports and imports. Commercial relations between the home and insular governments to be governed by the following rules: (a) No differential duty on imports or exports to be imposed to detriment of home or island products; (b) The two governments by common consent to arrange preferential rates of duties on articles of insular or peninsular production, preferential rates not to exceed 35 per cent; (c) in case of disagreements between the home and insular governments a committee of the Cortes, consisting of an equal number of Spaniards and Porto Ricans, to decide, chairman of the committee to have the casting vote in case of a tie.

The governor-general.—Supreme authority of the Crown vested in the governor-general, appointed by the King on nomination of council of ministers; also (a) as vice royal patron he shall have the powers of the patronage of the Indies; (b) commander in chief of the army and navy; (c) delegate of the state, war, and navy departments of Spain; (d) responsibility for preservation of public order and safety of the colony; (e) all authorities in the island are subordinate to him. Before entering upon his office he takes his oath of office in presence of the King. After organization of chambers he takes oath of office in their presence. The governor-general, as representing the King, by himself and with his secretaries discharges all the functions prescribed above and others devolving upon him as the direct delegate of the King in national matters. As representative of the home Government he may (a) appoint secretaries of his cabinet; (b) proclaim, execute, and cause to be executed all laws, decrees, treaties, etc., and all acts emanating from the legislative branch of the government, as well as all decrees and royal commands of the home Government communicated to him by the department of which he is the delegate; (c) he has the power to suspend the publication and execution of resolutions of the home Government if liable to prejudice public or insular interests, but promptly reports all such cases; (d) grants pardons in the name of the King and stays the execution of the death sentence whenever the case is so urgent that the King's pardon could not be obtained in time, but he must hear the council of secretaries; (e) to suspend the constitutional guaranties; (f) enforce legislation regarding public order; (g) to properly administer the colony in the name of the King; (h) to hold direct communication on foreign affairs with diplomatic representatives and consuls of Spain in America; (i) to see that the colonial administration is conducted in such a way as to protect and respect its rights and powers; (k) to sanction and proclaim the acts of the insular parliament. He forwards to the home ministry any act of parliament which in his judgment goes beyond its powers or impairs the rights of the citizens or curtails the guaranties or jeopardizes the interests of the colony or of the nation. The ministry within two months may give its assent or return it with objections. The insular parliament may reconsider or modify its acts. If two months elapse without hearing from the ministry, the act shall be published by the governor. The governor may appoint, suspend, and discharge employees of the colonial administration upon suggestion of the secretaries. He may remove his secretaries. Every executive order of the governor-general shall be countersigned by a secretary, who thereby becomes responsible. There shall be four secretaries, to wit: (a) Grace, justice; (b) finance; (c) public education, public works, posts, and telegraphs; (d) agriculture, industry, and commerce; to be a president of the cabinet from or outside of the secretaries. The insular parliament may increase or decrease the number of secretaries. The members of the cabinet may be members of either house of parliament and take part in its debates. The secretaries are responsible to the parliament. The governor may not abrogate his own orders after they are approved by the home Government or pass upon his own competency. The governor-general shall not turn over his command when departing, except by special authority from home. In case of absence or disabil-

ity he may appoint one or more persons to take his place, providing the home Government has not done so. The supreme court shall have sole power to try the governor-general when impeached. The cabinet shall take cognizance of his other responsibilities. The governor-general acts on his own responsibility without consulting secretaries in the following cases: (a) When forwarding to home Government a bill from the parliament if it shall abandon the rights set forth in the constitution of the monarchy; (b) when it shall be necessary to enforce the law of public order; (c) in enforcing the national laws approved by the Crown.

Municipal and provincial government.—Municipal government compulsory for every group of more than 1,000 inhabitants. Groups of a lesser number may organize the service of their community by special covenant. Every legally constituted municipality has power to frame its own laws regarding education, highways, health, finances, and appoint and remove its own employees. The island constituted a province, and it shall have a provincial assembly or deputation composed of a number of members in proportion to population. The assembly shall be autonomous as regards schools, colleges, charitable institutions, roads, also as regards its own budgets and appointment and removal of its employees. The municipalities and provincial assemblies have power to raise necessary revenue, with no other conditions than that they shall make the means adopted conform to the tax system of the island. Mayors and presidents shall be chosen by their respective boards from among their own members. Deputies, councilors, and assemblymen are civilly responsible before the courts of justice for damages caused by their own acts. Elections shall be so arranged as to allow a representation to minorities. The provincial and municipal laws shall continue in force so far as conformable with this decree. No colonial statute shall abridge the powers vested in municipalities and the provincial assemblies.

Guaranties of the colonial constitution.—Citizens whose rights are violated by municipalities or the provincial assembly may appeal to the courts. Department of justice shall prosecute municipal and provincial officers before the courts. The territorial audiencia decides any conflict of jurisdiction between the executive power and the parliament, respecting executive government of colony. The supreme court in Madrid decides similar questions of jurisdiction relating to the jurisdiction of the governor in his capacity as representative of the home government. Municipal measures for contracting a loan or debt must be assented to by one-third of the townsmen, if one-third of the aldermen so demand. Until the colonial statutes shall be published the laws of the Kingdom shall apply. Pending contracts, affecting in common Porto Rico and the Kingdom, shall continue until executed.

Transitory provisions.—With a view to effect a transition from former to new government, the governor-general may appoint the secretaries herein provided for, and with them conduct the government until parliament shall have been organized. Secretaries thus appointed shall vacate their positions as soon as the governor takes his oath of office before the parliament. These permanent secretaries to be taken from the two chambers, so as to fully represent the political majorities in the two houses.

ADAPTION OF THE ELECTORIAL LAW OF 1890 TO PORTO RICO, NOVEMBER 25, 1897.

All male Spaniards over 25 years of age in full employment of their civil rights and residents of a municipality for two years are electors. Enlisted men of the army in active service and the police can not vote. The following are not electors: (a) Those who have forfeited their political rights; (b) those who have been sentenced for crime and for less than two years are without rehabilitation; (c) criminals still under sentence; (d) bankrupts or insolvents not discharged in accordance with law; (e) delinquent taxpayers; (f) paupers and mendicants.

The electoral census.—To vote a person must be inscribed in the electoral census. Census can only be modified annually. Formation, revision, custody, and inspection of the census shall be in charge of the central board, the provincial board, or the municipal board, which are called boards of the electoral census; all are of a permanent character. Provincial boards presided over by associate justices of the audiencia, appointed by the presiding judge. Municipal boards to be presided over by judges of the court of first instance, and in their absence by appointees of the presiding judge of the audiencia. Provincial boards consist of 15 members, and have ex officio members as follows: (a) The president of the provincial deputation; (b) the vice-president of the provincial deputation; (c) the ex-mayors residing in municipalities; (d) the four taxpayers paying the highest land tax; (e) the four taxpayers paying the highest industrial tax; (f) four resi-

dents who have diplomas of their professions. Taxpayers and qualified electors selected by lot by the president of the municipal boards, in presence of the municipal council, and in the manner prescribed for provincial councils. Substitutes chosen in same manner as for provincial deputies. Twelve members constitute a quorum. Secretaries of the audiencias are secretaries of the provincial boards, and the secretaries of courts of first instance those of the municipal boards. Meetings of boards to be on call of the presidents. If a quorum should not assemble the meeting must be held the next day, whatever the number present.

Ballots.—For each electoral precinct there shall be a committee to take charge, consisting of a president and the supervisors appointed by the electoral census committee. This board is competent for all elections. In every call for a general or special election a single day shall be designated, and this shall always be Sunday. Voting begins simultaneously in all precincts at 8 a. m., and is punctually concluded at 4 p. m., at which time it is declared closed and counting of votes begins. Balloting shall be secret, on slips of paper, according to regulations prescribed. An armed force can never be at the door of the electoral college, and such force must never enter the room unless called for by the president in case of disorder.

Election of senators.—Qualifications for electors of senators not disqualified by law to be those mentioned in article 22 of the constitution of the monarchy. Senators, after being admitted, represent the nation, individually and collectively.

Election of council of administration, representatives, provincial deputation, and councilors.—Spaniards possessing requisite qualifications, as above provided, may be elected to council of administration or house of representatives. Spaniards who have the requisites for deputies to Cortez, who are natives or have resided four years in the province, may be chosen as provincial deputies. In municipalities having more than 1,000 residents the electors must have the following requisites: (a) Must have resided at least four years in the municipality; (b) must be of those included in the upper two-thirds of the list of taxpayers who pay the land and industrial tax. In municipalities having between 1,000 and 400 residents, those having four years' residence who are in the upper four-fifths of such taxpayers, and in municipalities having less than 400 residents all the residents of four years' standing are eligible. Professional persons who are residents and produce a diploma may vote in any municipality. In determining the property and tax qualification the property of wives is considered that of the husbands, the property of children that of parents. Persons who are in the disqualified classes are not eligible for office. Other provisions of the electoral procedure shall be as determined by law and regulations.

Crimes.—A forgery under the judicial rules is a forgery in electoral matters. Any intentional omission in the election documents which affects the result of the election is a forgery, and as such shall be punished; but the courts in their discretion may reduce the punishments by one or two degrees. The following are official documents: (a) The census and copies thereof; (b) certificates of election lists; (c) certificates that emanate from an official for an official purpose respecting elections. Functionaries failing to comply with the law shall be punished by imprisonment from one to six months and pay a fine from 500 to 5,000 pesetas. They suffer these penalties in following cases: (a) Failure to draw up correct lists and to post them as required by law; (b) when altering the hours, days, or places when any election is to take place; (c) fraudulent management of election procedure of any kind; (d) failure to observe the law in drawing up documents and signing them or forwarding them; (e) change in a ballot voted or canceling it from public view; (f) placing difficulties in the way of electors, candidates, or notaries; (g) intentionally defacing any document in such manner as to obscure names of voters; (h) incorrectly counting of votes in resolutions referring to formations or corrections of census or to electoral operations; (i) divulging secrets respecting the vote in order to influence results; (j) improperly removing or kidnapping a person; (k) untruthfulness in a verbal statement or tending to evade the truth respecting any electoral act; (l) suspension of any electoral act without serious and sufficient reasons. Private persons committing any of these acts shall be punished with long imprisonment. Any other illegal act of omission or commission not mentioned above, constituting the crime of an electoral duress; and if penalty is not stated in the penal code, the offense shall be punished with a fine of from 125 to 2,500 pesetas. Crime of electoral duress same punishment as above is also committed by the following: (a) Civil, ecclesiastical, or military authorities who order or recommend the electors to give or refuse their votes to a certain person and those who make use of official means or printed matter to recommend or condemn certain candidates; (b) public functionaries who institute or dispute the

administrative proceedings relating to compulsion or duress, from day when an election is called until same is concluded; (c) any official of government who makes appointment, removal, transfer, or suspension of employees in the period between call and conclusion of election, provided the acts are not based on good and sufficient reasons and do not affect the election results. If order for discharge, transfer, or promotion, etc., that does not specify reason for the act, then it shall be understood that it was without cause. Last provision not to apply to orders of government respecting the military and civil governors of provinces. The following shall also incur the penalty for the crime of electoral duress: (a) Those who solicit votes by means of gifts and promises; (b) those who cause electors to become intoxicated and so control their vote; (c) those who vote more than once, vote under an assumed name, or vote when they are disqualified; (d) those who knowingly consent without protest to the crime last specified; (e) persons who prevent or hinder the making of protests and complaints; (f) persons who prevent the announcements and proclamations required by law or those who do not use the required certificates; (g) persons who, in any other measure not above specified, prevent any elector from exercising his rights, performing his duties, or make their performance difficult; (h) persons who maliciously incite or maintain doubts respecting an elector's identity. Persons who cause an elector to leave his domicile on day of election to remain away therefrom, or those who control him or deprive him of his liberty, shall incur perpetual disqualification as electors. Persons, officials or others, who impede the entrance of electors to the polls, the presence of notaries, candidates for electors, in such manner that it is difficult for them to execute their purpose to vote and to acquire legitimate information shall be punished with imprisonment and fine from 500 to 2,500 pesetas. Officials who fail to deliver, or who maliciously delay furnishing documents due to any superior, shall be punished for crime of contumacy. The usual penalty for electoral crimes is temporary or perpetual disqualification and forfeiture of political rights.

Infractions.—Offenses involving infraction of electoral provisions, though not classed as a crime, shall be punished with fine of from 25 to 1,000 pesetas. If the documents and certificates be not forwarded as required by law, the presidents of electoral boards may send for the papers by special messenger, whose expenses shall be paid by the delinquents, and said presidents are culpable and punishable if they do not send the messenger. The following also are punished: (a) Disturbers of elections of any kind; (b) those who having entered a polling room do not immediately leave it when ordered by president; (c) those, except the authorities and the disabled, who enter a college or board rooms with arms, sticks, canes, and umbrellas; (d) notaries who do not notify the presiding officer of duties to be performed in their presence; (e) officials who do not send due announcements of meetings, hearings, etc.; (f) members of census boards who, without just cause, are absent from the session to which they were duly called. Excuses from attendance are valid when (a) absent from the place; (b) more important public duties prevent attendance; (c) the state of health does not permit; (d) family reasons or private occupation prevent; (e) the president and members do not attend the central board.

General provisions.—The following are considered officers: (a) Those appointed by the government and those who perform duties by virtue of their office; (b) presidents and members of the boards of electoral census; (c) presidents and supervisors of the committee and boards for the examination of ballots. The ordinary court jurisdiction is the only one competent to take cognizance of electoral crimes. Presumed criminals shall be arrested by order of the presidents when crime is committed in the college. No authority is necessary in order to indict an official. The court which is to give final sentence for an electoral crime shall make public announcement of the sentence in newspapers of the locality. Petitions for pardons of these crimes are never considered until half at least of sentence has been served and full fine and costs have been paid. The correction of infractions appertains to (a) the presidents of sessions in which they were committed; (b) the provincial or municipal boards of the census; (c) the central board. Presidents of colleges, or boards of examination of votes, the municipal boards, and the presidents of the latter, can not impose fines exceeding 100 pesetas. The president of a provincial board can fine up to 500 pesetas. The central board and its president up to 1,000 pesetas. Fines to be paid in special paper, and if uncollected in six days they are to be judicially collected. Insolvent persons sentenced to a fine are arrested one day for each 5 pesetas of unpaid fines, said confinement ten days when imposed by a municipal board, twenty days when imposed by a provincial board, and thirty days if imposed by the central board.

Temporary provisions.—Within three days after this law is published in Porto Rico an insular board of electoral census shall be established in the capital. It shall be composed of (a) the governor-general as president; (b) the chambers of

the administration of the audiencia; (c) ten members appointed by the governor-general, representing political parties; (d) the secretary of the governor of the island. The powers of the board shall be (a) to inspect and direct the services relating to promotion and preservation of the census; (b) to preserve the copies of definite lists copied from provincial registries; (c) to communicate through the president with all authorities; (d) to receive and decide all complaints; (e) to fine official persons 1,000 pesetas for offenses committed in connection with elections; (f) to decide all questions which may arise so as to insure an honest election. Before December 26 the presiding judge of the audiencia shall appoint the associate justice who is to preside over the municipal board and the officials who are to preside over the municipal boards in those places where there are no judges of first instance. On January 1, 1898, at 8 a. m., the president of each municipal board of the electoral census shall proceed in public session with the installation of the said board. Immediately thereafter the mayor submits the last poll list, with a correlative numeration of all the residents over 25 years of age whose names are included, stating their age, residence, profession, and if able to read and write. All these sheets shall be signed by the mayor, secretary, and municipal council, this list to be posted by mayor, who at same time proclaims by public crier that on 5th of same month the municipal board of the census would assemble in the town hall. Before the date last named the judges of the first instance forward to the president of the municipal boards certified list of judicial decisions affecting the electoral disqualifications of residents, and the municipal judges a list of decedents since date of last poll list. The board hear any claims made regarding inclusion, exclusion, and rectification. Two witnesses are sufficient to establish the right of inclusion. At the end of public session the board shall immediately draw up the following lists: (a) Of all residents who have the right of suffrage according to the poll; (b) of those who have died subsequent to said poll; (c) of those who are disqualified. These lists shall be published on three following days, during which an appeal may be taken to the provincial board. At this session the electors are distributed into colleges, according to residence, assigning them as nearly equal as may be, but always less than 500 to each college. Then the names of the electors of each municipality shall be copied from first list alphabetically in duplicate, separating them according to colleges, and these copies shall form the definite lists. One of these shall be forwarded before the 9th of January to the provincial board of census, which shall, in case of justification, make the required corrections and order the lists published in the official bulletins before January 20, the printed copy of the list of each municipality, duly certified and sealed, to be forwarded by registered mail to the president of the proper municipal board, who reports it to the same. They order a transcript to be exhibited to the public for the three following days. Against resolutions of the provincial board there is no remedy but complaints to the insular board. The municipal boards of census meet the day before the election and resolve upon inclusion in the lists of those who, having requested it, prove by two witnesses that they possess the requisite qualifications. The voting takes place, and result announced as prescribed in the electoral law for 1896.

APPENDIX C.

JUDICIARY.

- EXHIBIT 1. Courts of Porto Rico under military government, 1899.
2. Courts of Porto Rico under Spain, 1898.
 3. Cost of the judiciary, military government, 1899.
 4. Cost of the judiciary, under Spain, 1898.
 5. A petition respecting judiciary.
 6. Consolidation of Manifi and Barceloneta.
 7. Reports on complaints respecting judiciary, etc.
 8. Suggestions respecting the judiciary.

EXHIBIT 1.

THE ADMINISTRATION OF JUSTICE IN PORTO RICO AS REORGANIZED IN 1899 BY THE MILITARY GOVERNMENT.

The judicial board, exercising general control over the administration of justice.
The solicitor-general.—The official adviser of the military governor; also the secretary of the judicial board.

The supreme court of justice, whose principal function it was to decide questions referred to them by appeal and to having original jurisdiction in cases of impeachment of judges.

The provisional court, having practically the same jurisdiction as United States district courts.

The district courts.—These were five in number, and embraced the whole island. Each court consisted of three judges and a prosecuting attorney.

The municipal courts.—There was one in each municipality, consisting of a judge (appointed by the governor at first, and after by election) and two associate judges. The latter were chosen by lot by the judge from two lists submitted to him by the alcaldes. One list was composed exclusively of ex-alcaldes, councilors, and judges, and they had academic or professional diplomas. The second list embraced the names of an equal number of the largest taxpayers.

The districts were thus composed:

Judicial district of—	Municipalities.
San Juan.....	San Juan, Corozal, Toca, Baja, Rio Piedras, Rio Grande, Aguas Buenas, Cidra, Vega Baja, Naranjito, Dorado, Trujillo Alto, Loiza, Comerio, Vega Alta, Toa Alta, Bayamon, Carolina, Caguas, Cayey.
Arecibo.....	Arecibo, Ciales, Huitillo, Lares, Manati, Barceloneta, Camuy, Morovis, Utuado, Quebradillas.
Humacao.....	Humacao, Fajardo, Juncos, Patillas, Piedras, Yabucoa, Gurabo, Vieques, Naguabo, Maunabo, San Lorenzo.
Mayaguez.....	Mayaguez, Aguada, Isabella, Maricao, Lajas, Anasco, Aguadilla, San Sebastian, San German, Cabo Rojo, Rincon, Moca, Las Marias, Sabana Grande.
Ponce.....	Ponce, Banos, Salinas, Guayama, Barranquitas, Juana Diaz, Adjuntas, Guayanilla, Santa Isabel, Arroyo, Coamo, Penuelas, Yauco, Aibonito.

EXHIBIT 2.

The courts of Porto Rico under Spain, 1898.

[The territorial audiencia over all.]

THE JUDICIAL DIVISIONS.

Criminal audiencias.	Courts of first instance.	Municipal courts.
Audiencia of San Juan.	Cathedral of San Juan.	Part of San Juan.
	"San Francisco" of San Juan.	Part of San Juan, Loiza, Rio Piedras, Carolina, Rio Grande.
	Humacao.....	Fajardo, Juncos, Naguabo, Yabucoa, Humacao, Las Piedras, Vieques.
	Vega Baja.....	Bayamon, Dorado, Toa Baja, Vega Baja, Corozal, Naranjito, Vega Alta.
	Caguas.....	Cidra, Comerio, Gurabo, Caguas, Aguas Buenas, Hato Grande.
Audiencia of Ponce....	Ponce.....	Aibonito, Coamo, Juana Diaz, Ponce, Yauco, Barros, Guayanilla, Penuelas, Santa Isabel.
	Guayama.....	Arroyo, Guayama, Patillas, Barranquitas, Cayey, Maunabo, Salinas.
	Mayaguez.....	Anasco, Mayaguez, Las Marias, Rincon.
Audiencia of Mayaguez	Utuado.....	Adjuntas, Lares, Ciales, Utuado.
	Arecibo.....	Barceloneta, Hatillo, Morovis, Coamo, Manati, Arecibo.
	Aguadilla.....	Aguada, Isabela, Quebradillas, Aguadilla, Moca, San Sebastian.
	San German.....	Cabo Rojo, Maricao, Sabana Grande, Lajas, Hormigueros, San German.

EXHIBIT 3.

Organization and cost of judiciary of Porto Rico, régime of military government.

[As per budget 1899-1900.]

The judicial board	(^a)	
The solicitor-general's office:		
The solicitor-general	\$3,600.00	
Minor employees	7,791.00	
Incidental expenses of all courts	16,919.00	
		\$28,310.00
The supreme court of appeals:		
1 chief justice	4,000.00	
4 associate judges, at \$3,600	14,400.00	
1 prosecuting attorney	3,600.00	
1 secretary	1,800.00	
Minor employees	7,120.00	
Miscellaneous expenses	1,120.00	
		32,040.00
The provincial court:		
1 presiding judge	3,600.00	
2 associate judges	(^a)	
1 prosecuting attorney	2,500.00	
1 clerk of court	(^a)	
Minor employees	8,050.40	
Miscellaneous expenses	9,007.59	
		23,157.99
District court of San Juan:		
1 presiding judge	3,000.00	
2 associate judges, at \$3,000	6,000.00	
1 attorney	3,000.00	
1 secretary	1,400.00	
Minor employees	5,560.00	
Miscellaneous expenses	1,020.00	
		19,980.00
The district court of Ponce:		
1 presiding judge	2,400.00	
2 associate judges, at \$2,400	4,800.00	
1 attorney	2,400.00	
1 secretary	1,400.00	
Minor employees	4,210.00	
Miscellaneous expenses	720.00	
		15,930.00
The district court of Mayaguez:		
The same as Ponce		15,930.00
The district court of Arecibo:		
The same as Ponce		15,930.00
The district court of Humacao:		
The same as Ponce		15,930.00
Municipal courts:		
Allowance for employees and expenses		22,680.00
Total		189,887.99

EXHIBIT 4.

Organization and cost of the judiciary under Spain.

[As per budget 1898-99.]

Ministry of grace and justice:	Pesos.	
Personnel	29,455.00	
Matériel	1,500.00	
Chargeable to judiciary only one-half		15,477.50

^a No salary.

Territorial audiencia of San Juan and supreme court:		Pesos.	
1 presiding judge and rent allowance	6,100.00		
1 president of chambers	5,000.00		
5 associate judges, at 4,250 pesos	21,250.00		
1 public prosecutor	5,000.00		
1 assistant prosecutor	3,500.00		
1 deputy public prosecutor	2,750.00		
1 secretary of administration	2,250.00		
2 secretaries of chambers, at 2,250 pesos each	4,500.00		
1 court physician	1,000.00		
Minor employees	9,610.00		
Miscellaneous expenses	4,300.00		
			65,260.00
Criminal audiencia, Ponce:			
1 presiding judge	4,250.00		
2 associate judges, at 3,500 pesos	7,000.00		
1 public prosecutor	4,250.00		
1 assistant prosecutor	2,750.00		
1 secretary	1,875.00		
1 court physician	1,000.00		
Minor employees	3,500.00		
Miscellaneous expenses	2,610.00		
			27,235.00
Criminal audiencia, Mayaguez:			
Same as Ponce			27,235.00
Miscellaneous expenses, Ponce and Mayaguez:			
Expert witnesses and analyses	3,900.00		
Traveling expenses	1,000.00		
Notarial services	600.00		
			5,500.00
Administrative court:			
3 magistrates of the audiencia	(^a)		
2 secretaries	(^a)		
2 provincial deputies, expenses	1,000.00		
1 fiscal	3,500.00		
Minor employees	1,000.00		
Miscellaneous expenses	500.00		
			6,000.00
Courts of first instance, twelve in all, as follows:			
Category final (2 for San Juan, and 1 each for Ponce, Mayaguez, and Arecibo; 5 in all of that class):			
Judges, salary, 2,750 by 5	13,750.00		
Constables, salary, 280 by 13	3,640.00		
Miscellaneous expenses	468.75		
			17,858.75
Category promotion (1 for Humacao):			
Judge, salary	2,250.00		
Constables, salary, 240 by 2	480.00		
Miscellaneous expenses	75.00		
			2,805.00
Category entrance (1 each for Aguadilla, Caguas, Vega, Baja, Guayama, Utuado, and San German; 6 in all):			
Judges, salary, 1,875 by 6	11,250.00		
Constables, salary, 220 by 12	2,640.00		
Miscellaneous expenses, 50 by 6	300.00		
			14,190.00
Ecclesiastical court:			
1 vicar-general (provisor)	2,500.00		
1 prosecutor	1,700.00		
Miscellaneous expenses	135.00		
			4,335.00

^a Paid as officers of audiencia.

RECAPITULATION.

	Pesos.
Department of grace and justice, 30,955 pesos ÷ 2=for justice.....	15, 477. 50
Territorial audiencia and supreme court	65, 260. 00
Criminal audiencia, Ponce.....	27, 235. 00
Criminal audiencia, Mayaguez	27, 235. 00
Miscellaneous expenses for last two.....	5, 500. 00
Administrative court	6, 000. 00
Courts of first instance, final	17, 858. 75
Courts of first instance, promotion.....	2, 805. 00
Courts of first instance, entrance	14, 190. 00
Ecclesiastical court	4, 335. 00
Total	185, 896. 25
Equivalent in American money	\$111, 537. 75
Cost of courts under military.....	189, 887. 99
Difference	78, 350. 24

NOTE.—There are several reasons why the cost of the judiciary was greater under the American rule than the Spanish:

(a) While the budget takes no account of the continuance of the old judicial system into the new fiscal year, yet there was such continuance until August 15. This in itself did not increase the cost, but the act of changing and the adjustment and substitution of old by new methods caused some unexpected outlay.

(b) The new United States court, created by military order, added \$23,158 to the budget.

(c) The minor officials and court expenses of the municipal courts, which before had been paid in fees collected from the litigants and those convicted, were under military rule paid from the insular treasury and the charge of fees by these court subordinates was stopped.

The amount taken from the Treasury for this object was fixed at \$22,680.

The total of (a) and (b) of \$45,838 and the remainder of the excess is therefore \$32,038. This represents somewhat less than a 30 per cent increase, and is due to the general increase in prices of all necessities of life, rents, and the cost of living generally.

The audited accounts of that portion of the fiscal year included between July 1, 1899, and April 30 show expenditures as follows for the judiciary:

Department of justice and solicitor-general's offices	\$11, 078. 54
United States provisional court	20, 168. 94
Territorial audiencia and supreme court.....	27, 044. 96
Audiencias, Ponce and Mayaguez; courts of first instance, district courts, and municipal courts	98, 754. 07
Total for ten months	157, 046. 50
Which is at the rate per month of	15, 704. 65
In monthly allowances, per military budget, 1899-1900, was	15, 820. 08

EXHIBIT 5.

EXTRACTS FROM A PETITION, SELECTED FROM MANY OF LIKE CHARACTER,
RESPECTING THE JUDICIARY.

Gen. GEO. W. DAVIS,
Governor of Porto Rico.

SIR: As we know that our governor desires full and free expression of the wishes and ideas on the part of those interested in the future of this island, let us make the following considerations for the sake of our dear country:

ADMINISTRATION OF JUSTICE.

To the several commissions sent from the United States our principal recommendations have been that American courts be substituted for those now existing. Every interest on the island earnestly demands that this be done, as capital must feel that property rights will be respected before business can be reserved.

We have told the same from the beginning to Mr. Hunter, first governor of Guayama (1); to Dr. Carroll, special commissioner (2); to the insular commission (3); to President McKinley (4), and at last to you (5), and to General Henry also (6).

Yes, we have said to representatives of our new government that conditions here could scarcely be worse; the offense of the official class against the person and property of the people is proverbial; that the law of the island is Spanish and oppressive, and that the courts can be no better than the law.

There is nothing so timid as capital, and it will not come where there is the slightest doubt about validity of titles and absolute security of loans, deeds, mortgages, etc.

Other considerations also exist for asking a new system of laws and American courts and American magistrates. Official corruption is ingrained in the character and habits of the Spanish people; judges here, as in Spain, allowed their decisions to be influenced by the political leaders and Caciques, and when a fault is in the habit of a people it survives for generations.

The criticism of the papers and the particular statements made every day about the courts show that the people have no confidence in our courts of justice, * * * and so we shall welcome the day of the establishment of American courts and the broad, equitable, and impartial verdict of a jury of 12 men to be given to all men and which so safely secures to them their property and personal rights.

No doubt the permanent welfare of the island depends upon that, and its future growth will be delayed in accordance with the delay of American laws.

Except the lawyers and the politicians, who constitute 5 per cent of the intelligent population, all desire and ask for the American courts of law and equity and for all the institutions of the great Republic. That is the real truth, and in consequence our wishes are to have as soon as possible a new practice as to conveying, recovery, and possession of land, the law of mortgages, transfer of land, registration of titles, etc., in accordance with the jurisprudence of the most liberal and enlightened nation.

In all these particulars the present Spanish laws are very deficient, although the Spanish lawyers, beginning with our present minister of justice, maintain the contrary.

About the recovery of possession of land we have not (as in Great Britain) a chapter of ejectment by mortgagee.

* * * * *

We have in Porto Rico many properties ruined for not having in our mortgage law such important addition as the ejectment by mortgagee of the English law with the limitation to twelve years.

We call the attention of our governor to this interesting point of law—transfer of land and registration of title.

In England facilities are accorded by law whereby land, houses, and estates may be conveyed and transferred from venders to purchasers by a simple and concise deed of conveyance, consisting only of a few lines, and with as little form and ceremony, eventually at as little cost, as shares in a railway or other company, and yet with perfect legality, certainty, and security. This may be accomplished by obtaining a registered or indefeasible title or a judicial declaration of title, neither of which when once obtained can be disputed, whether the estate consists of thousands of acres or merely a rood of land, or whether a mansion, a cottage, or a pigsty. * * * That is what we want here.

With the American system of justice many a lawsuit can be avoided, many an evil abated, many an individual saved from heavy expenses, and, in some instances, from ruin and misery.

ECONOMICAL STATE OF THE ISLAND.

The greatest want and distress is observed among the small proprietors who are compelled to borrow money at a ruinous rate of interest to pay unjust taxes and illegal fines and costs. This, together with the contributions (taxes) which have been levied for years previously, should be abolished, or all the small proprietors of the island will be ruined.

It is an actual fact that never before in the history of the island has the Spanish budget been so oppressive on the people. This, together with the want of money to move the small crops, workmen out of employment, living excessively dear, and usury, seem to be more pronounced this year than ever before.

POLITICS.

The true condition of Porto Rico is that it is positively a part of the United States forever; and as there is no possibility of any Territory becoming a State in the American Union whose people speak other than the English language,

and whose laws and political customs are not in accord with the Constitution of the Republic, the very best thing is to wipe out Spanish law and Spanish politics and proceed at once to educate our people in the new course that fate has provided for us.

It is our opinion that every part and parcel of Spanish politics and government should be cast out, and it would have been far better if every vestige of Spanish law courts and politics had been wiped out on the day the American forces took possession of the island.

We told Dr. Carroll (November 1, 1898): "It has been a mistake to hold out hopes to the old governing class that they could again come into power, at least until all the people of Porto Rico had taken new lessons in government. We do not need politics; only a revival of business."

RAILWAYS.

Nothing can develop this country like railroads, and for the same we recommend to General Davis to order the continuance of the railway of Porto Rico on the eastern and southern portions of the island from Humacao to Guayama, a very rich and important region of our country.

The franchises granted until now to the French Company are against the interests of the community. The belt line is a real necessity. It will also be of the greatest value to the province to have roads completed, that produce may come out to the coast for export.

EDUCATION.

We need the American methods, and in every town and in every corner an American schoolmaster to teach the English language to boys and girls. This is the best way, the best process of Americanizing Porto Rico soon.

With the greatest respect and consideration, we are and remain your servants.

(Signed by 24 citizens.)

JUNE 20, 1899.

EXHIBIT 6.

The following order of December 5, from headquarters Department of Porto Rico, illustrates the perversity of the Porto Ricans in respect to the consolidation of the municipalities of Manati and Barceloneta:

"The municipality of Barceloneta having petitioned for annexation to Manati, and the council of the latter town having signified their consent to such annexation, it was decided to leave the determination of this matter to the citizens of the municipalities concerned.

"Paragraph 3, Special Orders, No. 156, current series, these headquarters, was accordingly published, providing that a vote be taken in each of the municipalities—at Barceloneta on August 15 and at Manati on August 17, 1899. Every facility was offered to permit the parties directly concerned to express their individual wishes in this connection, and all taxpayers, including women and orphan children, through their guardians, given an opportunity to cast their ballot.

"Provisions were made for the appointment of boards of registration, whose duty it was to prepare the polling lists of persons eligible to vote. A sufficient number of days were set aside during which the lists thus prepared might be publicly posted and every citizen enabled to challenge the rights of persons whose names appeared on the lists. No efforts were spared to insure a fair vote and an honest count.

"Between the dates of the publication of the orders above referred to and the time designated for the voting the unfortunate hurricane of August 8 occurred, and rendered impossible the meetings of the several registration boards on the dates appointed on account of the destructive effects of the storm and the impassable condition of the roads. It therefore became necessary to postpone the election until a more favorable time.

"Meanwhile several petitions were received from citizens in both municipalities, asking that certain provisions of the order be amended. All these requests, even to changing the army officer designated to take charge of the voting, were granted. The number of boards of registration and the location of the polling places were also changed in compliance with such petitions, and everything done to comply with the desires expressed.

"After a reasonable time the new officer in charge was directed to make the necessary arrangements to carry out the proposed plan of voting. He accordingly proceeded to the organization of the registration boards, but soon discovered that the plan was impossible of execution. In some instances the boards were successfully organized, but the people failed or declined to appear and register; in others it was not possible to find persons who would consent to serve on the boards, they offering various excuses, but with the manifest purpose of obstructing the election.

"In view of the fact that the administration has done its utmost to facilitate the determination of this question by the people themselves, who in turn have failed to render that full cooperation and assistance which is necessary in every government of the people, and of the further fact that the municipality of Barceloneta is confessedly unable to fulfill the requisites of separate municipal existence, and in view of the further fact that the advisory board on insular affairs has, after full consideration, unanimously recommended the immediate incorporation and amalgamation of the municipality of Barceloneta with that of Manati, it is hereby ordered as follows:

"1. Paragraph 3, Special Orders, No. 156, current series, these headquarters, and all subsequent instructions relating to the annexation of the municipalities of Barceloneta and Manati, are revoked.

"2. The municipality of Barceloneta is hereby annexed to that of Manati.

"3. The former budget of each municipality shall continue to be liquidated independently until their extinction. The deficit or surplus resulting from each budget shall be distributed against or in favor of the taxpayers of the municipality in which they originated.

"4. The commanding officer at Manati will cause a careful inventory to be made of all public property belonging to the municipality of Barceloneta and transfer the same at the earliest practicable date to the alcalde of Manati. This inventory will be made by a board consisting of one army officer, one member of the council of Manati, and one member of the council of Barceloneta. The alcalde of Manati will designate a suitable member of the Manati town council for this duty.

"Immediately upon the completion of the transfer the commanding officer at Manati will report the fact by letter to these headquarters."

EXHIBIT 7.

REPORT OF THE JUDGE-ADVOCATE OF THE DEPARTMENT ON QUESTIONS REFERRED TO HIM FOR REMARK.

Complaints against judicial board, as per letter of Benito Forres y Morazo, forwarded to these headquarters by the President of the United States, complaining that three members of the judicial board are leaders of political parties, and complain of their action.

MARCH 20, 1900.

Respectfully returned, etc. The judicial board herein referred to was organized as a substitute for the office of the secretary of justice, and has been in existence since July 15, 1899. At the time of its organization, and that of other similar boards, it was considered wiser to constitute or give a majority representation on such boards to Porto Rican members. It was also thought advisable, in view of the intensity of political feeling, to give representation to both political parties, Republican and Liberal. The board was accordingly organized with an independent as president, two Americans, and two members of the Porto Rican bar who were representative men of their respective political parties. Owing to ill health the president of this board has resigned, and his place has been filled by the president of the supreme court of the island. This system is probably not the best that could be devised, and is not of such character as to be continued after a permanent form of civil government is introduced, but it is a most decided improvement on the old system, and probably the best under existing circumstances. All questions are decided by a majority vote, and all members are generally present. This board is open to the objection stated in the within communication—that the Porto Rican members who are engaged in the active practice of their professions are possibly clothed with some influence in the courts which they would not otherwise possess; but it seems impracticable to change this sys-

tem until a reorganization of the supreme and district courts, so as to have three Americans, familiar with the Spanish language, and two Porto Ricans on the supreme court, and two Porto Ricans and one American on the district courts; the attorney-general should also be an American, and a liberal appeal should also be allowed from the lower to the supreme court.

Many complaints similar to the within have been received, reflecting on the judiciary of this island, complaining of the inequality of the laws, of the protracted and dilatory proceedings, of the cost of litigation, and the many formalities with which the administration of justice is surrounded. The people seem to have a deep distrust, and their dissatisfaction with the system of doing business is certainly well founded. But, as already suggested, it seems impossible to cure these defects until the personnel of the courts is changed. The judges and lawyers are schooled in the present system and acquainted with no other. Numerous improvements have been adopted by the judicial board, but they are mostly piecemeal and do not go to the root of the evil.

A continuance of the present system seems therefore indispensable until the courts can be reorganized, as suggested, and a new personnel introduced familiar with better and more expeditious methods which they would be anxious to introduce.

Claims by clergy for payment of subsidy allowed to college under former régime.

JULY 10, 1899.

It appears that the college building of Santurce, known as Escuela Pia, was built by the province; that soon after the completion of the building the Conservative party, which was then in power, placed it under the control of the Jesuits for educational purposes, the province paying the traveling expenses of the students to and from San Juan in order to favor the tramway car line which belonged to the president of the Conservative party. Some time later the institute was established in San Juan and drew away a number of students from the Santurce school, and the Jesuits finally abandoned the college and withdrew from the island. The building was then rented for a number of years to the railroad company, the Conservative party meanwhile going out of power. The provincial deputation on September 5, 1896, entered into a contract with the Escolapian Brothers, giving them the property free of rent for ten years and an annual subsidy of about 12,000 pesos, besides paying for all repairs; this latter, according to the estimates for 1898 and 1899, amounting to 8,000 pesos. The contract obliged the friars to give free instruction to a certain number of poor pupils. It was agreed that either party to this contract might serve notice of "one course" whenever they desired to revoke or withdraw from the contract. On December 2, 1898, the provincial deputation was abolished and the payment of the subsidy to this school was ordered discontinued. The Escolapian Fathers were also ordered to vacate the building, which was thereupon occupied by the civil institute. Later on, about February, after a conference with Archbishop Chapelle, General Henry caused the institute to vacate the building and restored it to the Escolapian Fathers, thereby apparently recognizing the validity of their claims. I am of the opinion, however, that as the provincial deputation ceased to exist on December 2, 1898, and no funds were thereafter collected which could be rightly appropriated for the support of this school, no claim can be recognized subsequent to that date. I inclose herewith a copy of article 1257 of the civil code, referred to by the secretary of justice, under which it appears that the contract lapsed with the disappearance of one of the parties thereto, viz, the provincial deputation.

Protest of auditor of Porto Rico regarding payment of claims against the Government which have accrued under former régime.

OCTOBER 14, 1899.

It is an accepted principle that where part of the territory of one nation is annexed, by cession or otherwise, to the territory of another, the latter nation by act of annexation acquires all the rights and becomes bound to fulfill all the obligations which pertained to the former nation in respect of the territory acquired and its inhabitants and the property therein. It becomes entitled to the public domain and other property of the state, and is bound to pay debts previously contracted. The conquering state may, however, expressly disclaim by treaty all responsibility for the debts of the former government, as was done by Germany upon the cession of Alsace and Lorraine. By Article VII of the treaty of peace

between our Government and Spain, cited in the within communication, only one class of cases is referred to, viz, claims arising "since the beginning of the late insurrection in Cuba," etc. The United States does not appear to have expressly disclaimed responsibility for public debts of the former government contracted before the war and remaining unpaid. Under the principle of international law above cited the claims within referred to appear to be an obligation which the United States must meet. It is, however, a matter for judicial determination, or for the consideration of Congress, and until such action is taken by the courts or Congress the auditor would seem to have no authority for allowing claims of this character. It is therefore recommended that the matter be referred to the War Department, and that the auditor be directed to advise the claimants of the action taken.

Protest by civil officer against his removal from office by order of the Department of Justice, he having been appointed by military authorities at time of invasion.

MARCH 21, 1899.

The Spanish law governing this subject, and which existed in this island prior to the American invasion, recognized the occupation of registrar as a professional dignity, requiring special qualifications and learning. The office was graded or separated into classes, and those aspiring to the position were supposed to enter by competitive examination and to advance to the higher classes by seniority or length of service. During the first weeks of the American invasion the office at Ponce became vacant by the resignation of the Spanish incumbent, and the major-general there commanding appointed Mr. Benitez to fill the place. This office at Ponce belongs to the first class, and as Mr. Benitez was not a member of the profession or corps of registrars in a lower class and did not therefore enter upon his office in the manner prescribed by the old Spanish law—that is to say, by examination or seniority—he was removed by the secretary of justice after several months of service and his place filled by the appointment of another who claims to be the senior member of the corps. The validity of Mr. Benitez's appointment by General Wilson is not questioned. He was the *de facto* and *de jure* registrar up to the date of his removal. It is a well-recognized principle of international law that firm military occupation transfers all the rights of the displaced sovereignty to the victor, and this whether his occupation is permanent or only temporary. He may continue the courts and public officers or he may put others in their places. (Wheaton, International Law, 469; Halleck, Ch. XXXII, 4; Fleming v. Page, 9 How., 614.) If military occupation develops into permanent conquest, all lawful acts of the conqueror in his appointment of civil officers are confirmed. It is the uniform law and policy of the United States, and in every State thereof, that the *de jure* incumbent of an office can only be removed for cause. Technically, therefore, Mr. Benitez can not rightfully be displaced under our system unless his capacity for the place or his conduct has been or is such as to demonstrate his unfitness for the office. It appears from the papers presented that Mr. Benitez has discharged the duties of his office in an intelligent and satisfactory manner. If this be so, it would be contrary to the American system to remove him simply in deference to a law of Spain, and to a right of promotion which would have accrued under that law had it not been suspended by the invasion, and especially in this case by the act of General Wilson.

But it is contended that the Spanish system was reestablished in part by General Orders, No. 1, some months after the invasion, and that the right to promotion which existed prior to the invasion is revived and must operate to oust Mr. Benitez. In my opinion all rights revived by this order must be regarded as subject to the legitimate acts done by the invading army during the war. The appointment of Mr. Benitez was one of those legitimate acts.

As there appears to be no charge of inefficiency against Mr. Benitez, and as he seems on the contrary to have discharged his duty in an exemplary manner, I am of the opinion that his removal, if demanded, should be based on public policy and for the convenience of the Government. This aspect of the case is, of course, not here considered.

EXHIBIT 8.

SUGGESTION PREPARED AND PRESENTED BY A MEMBER OF MAYAGUEZ BAR.

The principle of judicial responsibility recognized and sanctioned in all civilized countries, and which was in pretended practice here during the Spanish domination, must be established in good faith by issuing orders which will guarantee the

just and complete performance of the most delicate of public functions. This will be accomplished by putting within the reach of all citizens the most expeditious means to exact the penalties which the judges may have incurred in the performance of their official duties. This object is contemplated in the present order by abolishing the ambiguity of the law in force in criminal proceedings in so far as it relates to this matter.

Chapter 2, book 4, of the Law of Criminal Procedure is abolished in its entirety, its dispositions being replaced by the following:

* * * * *

6. The proceedings of the court will be public, the tribunal being composed of three magistrates of the court, seven jurymen appointed by the governor, the secretary, and one of the members of the fiscal bench, as also of the lawyer for the defense of the accused, if the said accused, being an attorney at law, does not choose to defend his case himself.

7. As soon as the tribunal shall have opened court, it being announced in audible voice "public audiencia," the jurymen, one by one, standing and addressing the public, and with the flag of our nation held in the hand, will pronounce in audible voice the following words:

"Called to this seat to administer justice, I solemnly promise you by the love and respect which I possess for this flag to judge this case according to my conscience, with no other interest than to defend the sacred rights of the public and of my government."

8. The governor when designating the jurymen will appoint four more substitutes to take the place of those who may be taken sick or excused. The jurymen appointed will enter upon their duties in the order in which they shall have been placed in the list sent down by the governor.

9. The proceedings having been declared open, the accused will be examined by the president of the court regarding his criminal record, and immediately thereafter the court will proceed to the hearing of the oral testimony if there be any, and should there be none, to the evidence of the documents and experts. It will be absolutely forbidden to have confrontations or other proceedings which may create hilarity among the spectators. The right to speak will be conceded to the fiscal and to the private accusers if any, and after that to the defense.

10. Any one of the members of the jury will have the right, after having asked permission of the president, to ask the accused and witnesses, as also the experts, any question he chooses and to examine the documentary evidence which may have been recorded during the trial.

* * * * *

13. The secretaries of the departmental court and of the supreme court will be adjudged according to the category in which they are in the judicial hierarchy—that is to say, the one of the supreme court by the departmental court of San Juan, and the secretaries of the other courts by the departmental court in the jurisdiction of which they exercise their functions.

* * * * *

APPENDIX D.

ELECTIONS AND THE FRANCHISE.

REPORT OF BOARD OF CANVASSERS.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, February 28, 1900.

The ADJUTANT-GENERAL DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: The board instituted to canvass the returns of municipal elections held in Porto Rico submits the following report:

As originally organized it consisted of Maj. A. C. Sharpe, Maj. W. A. Glassford, Mr. John Connor.

It has been gradually changed by one member being relieved and another detailed. In addition to the present personnel and those first detailed, Capt. John Landstreet, commissary of subsistence, U. S. Vols.; Capt. A. C. Macomb, Fifth Cavalry, and Maj. Eben Swift, Porto Rico Vols., were at different times members.

Elections have been held under military supervision in all the municipalities of the island, 66 in number.

In Adjuntas, Peñuelas, and Guayanilla elections were held a second time, as the first were thrown out for certain irregularities.

In most cases when an election was ordered the officer in charge, an Army officer, was empowered to act as alcalde of the municipality until the newly-elected officers were installed. The registration and voting were under his supervision, assisted by officers or noncommissioned officers of the Army.

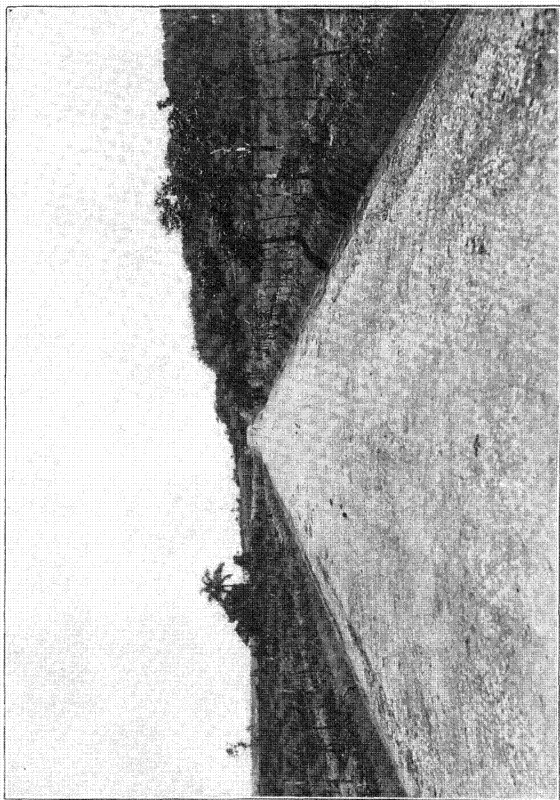
The ballots cast at the elections, together with lists of registration, certificates of supervisors, and protests, all inclosed together in sealed packages, were delivered to the board, through the Adjutant-General's Office, and opened and examined by it.

Each political party was called upon to present through accredited representatives of the municipalities such objections and protests as it desired to have considered, and the result of the count of the ballot was delayed to afford these representatives time to file their written objections. In a few instances, notably in the case of San German, allegations were followed by replies, and these by rejoinders, with seemingly no vital purpose in view. In such cases the board, after reasonable delay, closed further hearings and submitted its recommendations.

The officers and noncommissioned officers charged with the supervision of election duties as a rule performed their work in a creditable and intelligent manner, and undoubtedly secured an honest and fair expression at the polls of the wishes of the electors of the several municipalities. In a few instances, doubtless, votes were cast by persons who were not legally qualified to vote, and in others candidates were nominated who were not eligible. Altogether, however, these were exceptional cases and do not affect the rule that the elections were everywhere honestly and fairly conducted. In all cases where fraud was evident from the proofs presented the fact was made matter of record by the board in order that legal proceedings might be instituted before the provisional court if deemed advisable.

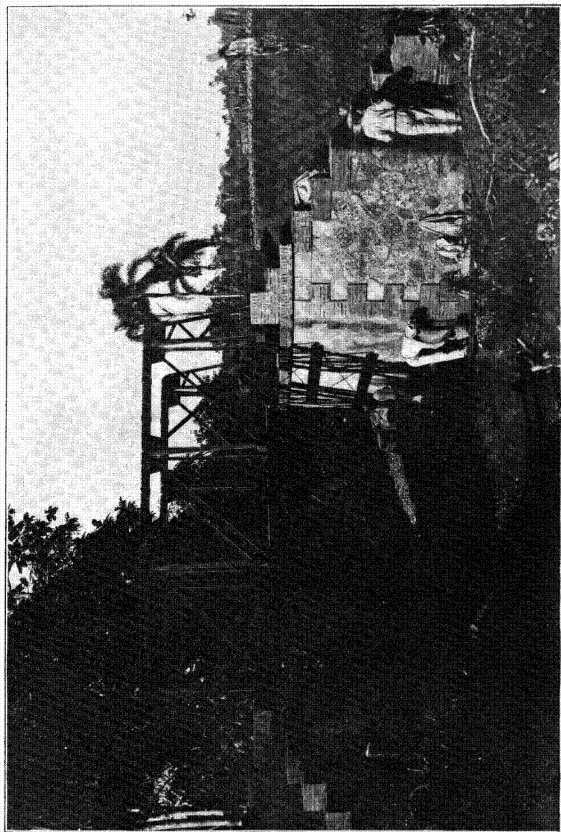
Many questions of minor importance were included in the protests offered by the political parties represented in these elections. In the larger municipalities the protests were directed principally to the exclusion of voters who had not paid taxes. In the smaller places the protests took a wider range, and the subtle art of the professional politician in his endeavor to accomplish the success of his party has had probably no better exemplification in any previous popular election held anywhere than that afforded by the protests and arguments and pleadings and replies and rejoinders, written and verbal, presented for the consideration of the board. Some of the protests presented are interesting, and a few are important. In the case of Jose Luciano Monsegur, residing at Maricao, the protest alleges that his father was a native of France and had never become a subject of Spain; that the son, although born of native mother in Porto Rico, where he had resided all his life and had attained his majority, inherited the political disabilities of his father, and until he should become a naturalized American citizen should not be permitted to vote or hold office. In the question thus presented the status of all the electors of the island is evidently included. As none of them have become naturalized citizens of the United States except by act of military conquest, it remains to be determined whether that act in itself did or did not confer citizenship upon all persons permanently domiciled in the island—not subjects of other governments—who might desire to vote and hold office.

The eligibility of this man was counted out by the supervisors, but was restored by the board of canvassers. The following opinion on this case, adopted by the department commander, was rendered by the acting judge-advocate, Maj. A. C. Sharpe: "That children of foreigners, born in Porto Rico, if possessing the other qualifications, are not required to take the oath of allegiance prescribed in General Orders, 160, s. 1899, Department of Porto Rico, in case of citizens or subjects of foreign countries. Under the terms of the treaty of Paris the civil rights and political status of the native inhabitants of Porto Rico are to be determined by Congress. Children of foreign citizens or subjects, if born in Porto Rico, are manifestly included in the provisions of this article. The Supreme Court of the United States has repeatedly held that children of foreigners, born in the United States, are citizens of the United States, whether their parents so desire or not,"

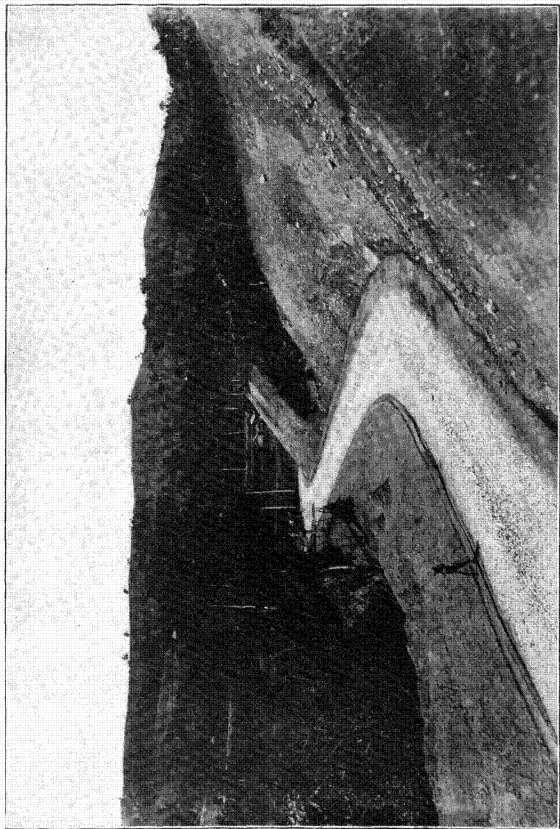


MOCA TO SAN SEBASTIAN. VIEW OF ROAD BETWEEN MOCA AND AGUADILLA, RECONSTRUCTED BY DAY LABOR.



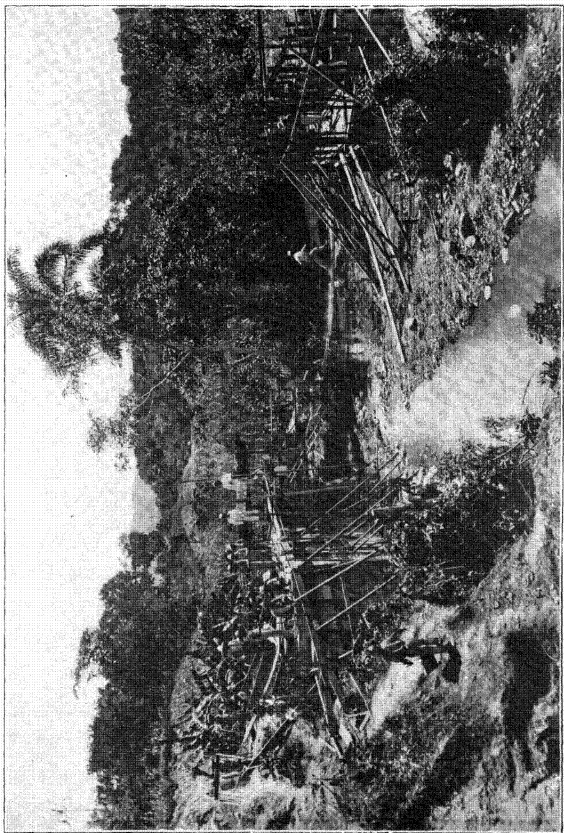


MOCA TO SAN SEBASTIAN. IRON BRIDGE AND ABUTMENTS OVER THE QUEBRADA SALADA.

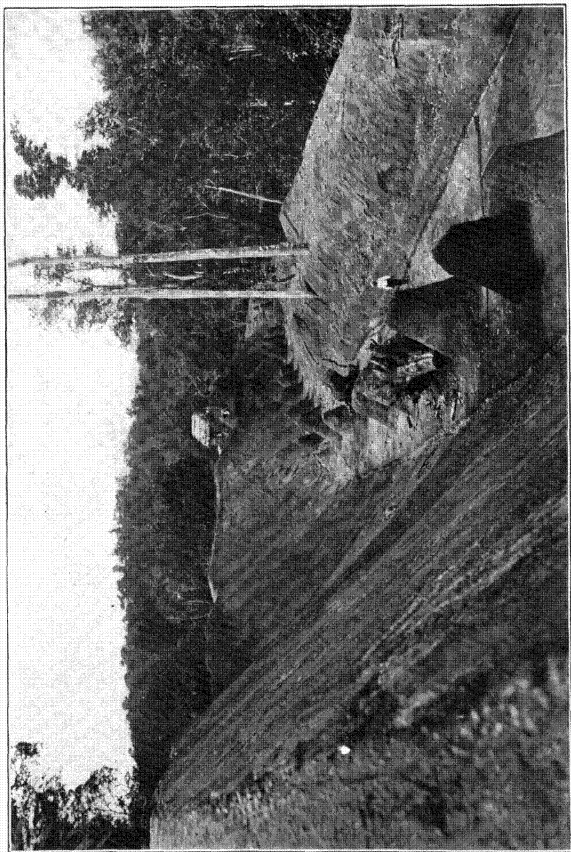


MOCA TO SAN SEBASTIAN. FIRST COURSE OF STONE LAID IN HEAVY CUT.





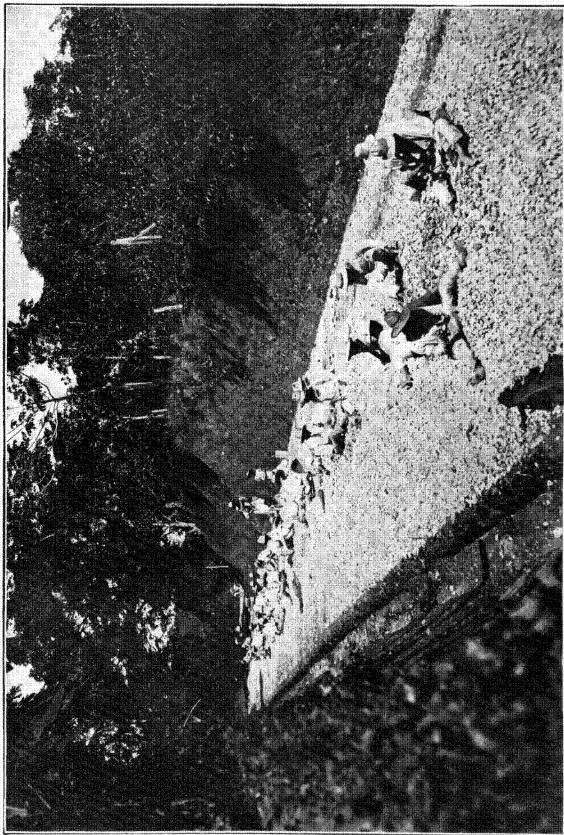
MOCA TO SAN SEBASTIAN. BUILDING CONCRETE ABUTMENTS FOR BRIDGE OVER THE QUEBRADA GRANDE.



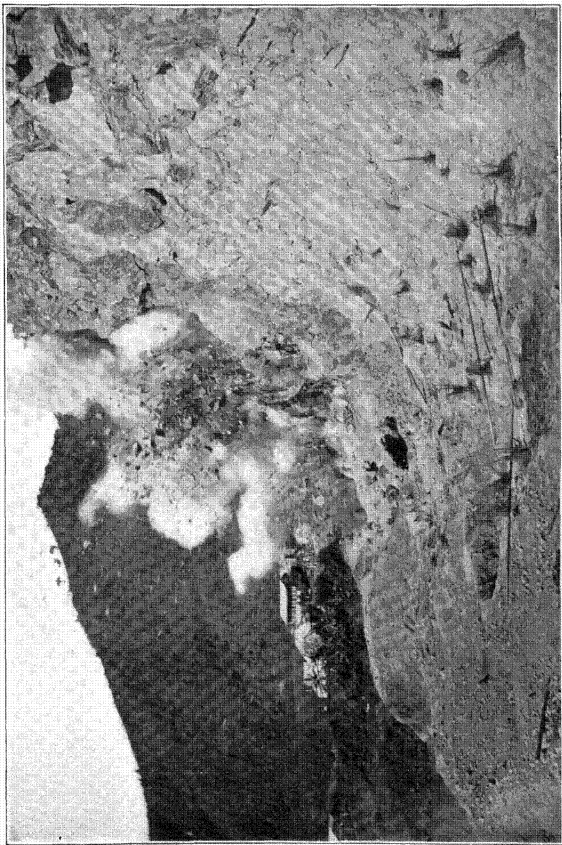
MOCA TO SAN SEBASTIAN. EARTHWORK EXCAVATION.



MOCA TO SAN SEBASTIAN. VIEW OF PRESENT ROAD.



MOCA TO SAN SEBASTIAN. BREAKING STONE FOR FIRST COURSE.



FROM COMERIO NORTHWARD. A BLAST IN A ROCK OUT.

In the case of the Rosa family, at Toa Alta, the protest alleges that the family consists of 12 children, 7 males and 5 females. Five of the males and the husbands of 2 of the females presented themselves for registration, and their right to vote was then challenged on the ground that neither of these persons had paid taxes for himself individually, and that but \$9 American money had been paid for the estate in which they possessed an undivided interest; that the female heirs absorbed a share of this tax, leaving only a balance of the amount paid, which the male heirs might justly claim as their portion of the tax. That the subdivision of the \$9 equally among 12 heirs would amount to about 85 cents each, a sum considerably below that required for each elector under General Orders, 183, as the minimum tax required. It was contended that a ruling in favor of the heirs of an estate that paid only 85 cents taxes for each male heir while other persons were required to pay \$1 each partook of the nature of class legislation and was unjust. In a telegram to Captain Bishop, Fifth Cavalry, at Manati, under date of January 17, the adjutant-general of the department states that "all heirs of an estate that has paid a tax of not less than \$1 American currency are entitled to register and vote, provided, etc." In this connection it is recommended that the amount of taxes necessary to be paid to entitle the taxpayer to vote should be considerably increased, and that in case of a firm, corporation, or estate, the amount of taxes paid should be not less than \$1 (or the amount fixed in case of an increase) for each member, partner, or heir.

General Orders, No. 160, made it the duty of officers in charge of elections to call upon the contending political parties to nominate candidates for the respective offices of the several municipalities, and in case of failure of the parties to do so to select such candidates themselves. In the cases of Maunabo, Patillas, Trujillo Alto, Vega Baja, and Vega Alta there was no Republican party, only the Federal. In the first three places named, there being no opposition, the whole Federal ticket was installed in office. At Vega Alta and Vega Baja (the last two named above) the officer in charge named an opposition ticket, called Republican, which was in reality composed of Federals. Some of this ticket at both places received no votes, none more than 1 vote each, so that as minority representatives some of these men hold office.

On account of the large number of towns, 17, in which the minority vote if there was any, amounted to less than 10 per cent of the total vote cast, it is recommended that the first three lines of the second paragraph of Article XI, General Order 160, be amended to read as follows: "In order that any political party may have the names of," etc. And at the end of said paragraph add the words "and said petition must further show that the party has sufficient voters eligible for office to make up a complete ticket."

It is further recommended that the following amendment be added to Articles XXXIV and XXXVIII, of General Order 160: "Provided, That where there is only one political party all the eligible candidates of that party shall be declared elected."

In several places where the Republican party was weak in numbers, the Federal party, taking advantage of the fact that the order did not require that the petition should show a bona fide organization, created a branch party of its own members, which was termed "Izquierdo [left] Federal." This division was accomplished to enable the dominant party to completely control all the offices.

In the case of the Manati election (see Special Orders 35, of 1900, paragraph 6) a number of the candidates of the winning party were found to be ineligible on account of nonpayment of taxes within the prescribed time; among others the candidates for alcalde and suplente municipal judge. Article XXXII, of General Order 160, does not prescribe the method of filling such vacancies. It is respectfully recommended that said article be so amended as to cover these points.

It is further provided by the order referred to that, "Persons who pay insular or municipal taxes of any kind in their own right or name or in the name of their lawful wife or minor child, are deemed taxpayers." Under these liberal provisions individuals were permitted to vote who were not taxpayers, but whose wives were. This concession has met with much opposition, based upon the plea that such men are given privileges equal to those who own property and pay taxes in their own right.

Probably no question was presented for the consideration of officers in charge of elections which was more widely construed than that relating to the qualification of voters in the matter of residence "within the municipalities." In some cases the officers in charge held that actual residence during the entire unbroken period, included in the last six months preceding the election, was necessary, while

others ruled that the maintenance of a residence during the whole time and its occupation during a part of the time only, constituted a sufficient qualification when other requirements were satisfied. The result has been that persons were excluded in some municipalities under the constructions named, who would have been permitted to vote had they resided in others. It is recommended that the term "bona-fide resident" be defined in the order.

It is also recommended that paragraph IX of General Orders 160 be amended to read: "All candidates for office shall be able to read and write Spanish or English intelligently."

It was made the duty of alcaldes in Article XXXIII of General Order 160 to prepare and forward a tax list to department headquarters, and to post other copies; it is recommended that in case of similar instructions in a future election that it be definitely stated on said list on what date taxes were paid, if paid, and that this original copy be forwarded to the officer in charge when an election is ordered in the particular town, and further that the alcalde be required to have made at the same time that the original is made, one copy for each 10,000 inhabitants or fraction thereof.

The need of a uniform model of "certificate of the result and count of each polling place" was felt by this board, to facilitate the process of canvassing. A form suggested is inclosed herewith marked "C."

In several instances the board found considerable difficulty in reaching intelligent conclusions concerning questions raised in protests received by it, and found it necessary to request additional information from the officers in charge. If future elections are held under military supervision it is recommended that the registration lists be uniform, as follows, for example:

Registration No.	Name.	Residence.	Age.	Voted.	Taxes.		Read and write.	Remarks. (Taxpayer in own name; if not, so state.)
					Amount.	Date paid.		

In inclosure A herewith is presented in tabulated form the result of the elections held. In inclosure B is shown the percentage of voters to adult males (assuming one-fifth of the population to be such).

In conclusion the board desires to place upon record its impressions that the elections just held in the island have been honestly and fairly conducted, and that this result has been reached through and by the agency of the Army. It is believed that these elections will constitute models for future reference and will contribute to the purity of the ballot in the island for all time to come.

Very respectfully,

H. R. BRINKERHOFF,
Lieutenant-Colonel Eleventh United States Infantry, President.

R. W. BLATCHFORD,
Captain, Eleventh United States Infantry.

JAS. J. HORN BROOK,
First Lieutenant. Fifth United States Cavalry, Recorder.

INCLOSURE A.

Municipal elections held in Porto Rico in 1899 and 1900.

Municipality.	Vote.			Parties.		
	Cast.	Rejected.	Accepted.	Federal.	Repub- lican.	Scatter- ing.
Adjuntas.....	887	8	879	371	507	1
Aguas Buenas.....	327	4	323	234	89	.....
Aguada.....	478	16	462	324	138	.....
Aguadilla.....	1,777	19	1,758	765	988	5
Albonito.....	507	5	502	229	267	6
Añasco.....	757	3	754	368	386	.....
Arecibo.....	1,115	12	1,103	985	84	34
Arroyo.....	253	2	251	204	.....	47
Barrenquitas.....	494	9	485	311	113	61
Barros.....	667	.....	667	41	616	10
Bayamon.....	874	4	870	222	648	.....
Cabo Rojo.....	1,148	11	1,137	578	554	5
Caguas.....	1,020	16	1,004	900	79	25
Camuy.....	524	2	522	468	50	4
Carolina.....	554	.....	554	554	.....	.....
Cayey.....	910	6	904	596	306	2
Ciales.....	1,107	1	1,106	598	508	.....
Cidra.....	324	3	321	294	27	.....
Coamo.....	931	10	921	259	593	69
Corozal.....	424	.....	424	424	.....	.....
Dorado.....	225	5	220	121	99	.....
Fajardo.....	1,113	.....	1,113	594	518	1
Guayama.....	969	34	935	473	461	1
Guayanilla.....	842	.....	842	491	352	19
Gurabo.....	372	.....	372	346	20	6
Hatillo.....	467	6	461	435	19	7
Hato Grande.....	498	7	491	373	99	19
Humacao.....	1,024	20	1,004	784	219	1
Isabela.....	911	19	892	369	518	5
Juana Diaz.....	1,214	19	1,195	177	1,003	15
Juncos.....	397	2	395	354	17	24
Lajas.....	481	10	471	26	422	23
Lares.....	995	6	989	548	441	.....
Las Marias.....	539	.....	539	364	174	1
Loiza.....	505	7	498	370	128	.....
Manati.....	1,180	3	1,177	334	841	2
Maricao.....	398	4	394	188	206	.....
Maunabo.....	275	2	273	273	.....	.....
Mayaguez.....	2,741	1	2,740	1,212	1,519	9
Moca.....	639	10	629	236	381	12
Morovis.....	568	.....	568	494	74	.....
Naguabo.....	443	10	433	357	76	.....
Naranjito.....	346	3	343	265	78	.....
Patillas.....	354	8	346	346	.....	.....
Peñuelas.....	1,147	3	1,144	581	561	2
Ponce.....	4,256	.....	4,256	1,480	2,770	6
Quebradillas.....	462	10	452	354	95	3
Rincon.....	312	4	308	264	29	15
Rio Grande.....	616	2	614	525	67	22
Rio Piedras.....	451	6	445	363	81	1
Sabana del Palma.....	397	5	392	370	7	15
Sabana Grande.....	759	22	737	300	436	1
Salinas.....	315	3	312	206	103	8
San German.....	1,403	7	1,396	271	1,115	10
San Juan.....	2,121	57	2,064	521	1,579	14
San Sebastian.....	981	.....	981	907	69	5
Santa Isabel.....	345	4	341	106	230	15
Toa Alta.....	380	4	376	187	189	.....
Toa Baja.....	211	1	210	138	72	.....
Trujillo-Alto.....	168	.....	168	168	.....	.....
Utua.....	1,818	10	1,808	1,492	296	20
Vega Alta.....	287	1	286	.....	.....	1
Vega Baja.....	352	3	349	348	.....	1
Vieques.....	161	.....	161	37	124	.....
Yabucoa.....	616	6	610	577	33	.....
Yauco.....	1,518	16	1,502	634	864	4
	51,650	471	51,179	28,369	22,258	552

INCLOSURE B.

Municipality.	Votes cast.	One-fifth of pop- ulation (census of 1897).	Perc ag
Adjuntas	887	3,702	
Aguada	478	2,011	
Aguadilla	1,777	3,136	
Agua Buenas	327	1,622	
Alfonito	507	1,437	
Añasco	757	2,616	
Arecibo	1,115	6,843	
Arroyo	253	953	
Barranquitas	494	1,555	
Barros	667	2,638	
Bayamon	874	3,512	
Cabo Rojo	1,148	3,169	
Caguas	1,020	3,564	
Camuy	524	1,971	
Carolina	554	2,376	
Cayey	910	2,648	
Ciales	1,107	3,250	
Cidra	324	1,366	
Coamo	931	2,645	
Corozal	424	2,138	
Dorado	225	766	
Fajardo	1,113	3,197	
Guayama	969	2,587	
Guayanilla	824	1,731	
Gurabo	372	1,609	
Hatillo	467	1,899	
Hato Grande	498	2,529	
Humacao	1,024	4,282	
Isabela	911	2,767	
Juana Diaz	1,214	4,808	
Juncos	397	1,520	
Lajas	481	1,625	
Lares	995	4,413	
Las Marias	539	2,274	
Loiza	505	2,055	
Manati	1,180	4,097	
Maricao	398	1,500	
Maunabo	275	1,225	
Mayaguez	2,741	7,597	
Moca	639	2,439	
Morovis	568	2,157	
Naranjito	346	1,366	
Naguabo	443	1,079	
Patillas	354	2,191	
Peñuelas	1,147	2,932	
Ponce	4,256	9,732	
Quebradillas	402	1,267	
Rincon	312	1,223	
Rio Piedras	451	2,595	
Rio Grande	616	1,940	
Sabana Grande	759	2,017	
Sabana del Palmar	397	1,646	
Salinas	315	982	
Santa Isabel	345	805	
San German	1,403	3,878	
San Sebastian	981	3,232	
San Juan	2,121	6,661	
Toa Alta	380	1,537	
Toa Baja	211	729	
Trujillo Alto	168	925	
Utua	1,818	8,177	
Vieques	161	1,106	
Vega Alta	287	1,208	
Vega Baja	352	1,879	
Yabucoa	616	2,557	
Yauco	1,518	5,376	
Total	51,650	177,496	

INCLOSURE C.

Colegio Numero —, — Resumen del escrutino de las elecciones de San Juan.

Partido Federal.	Partido Republicano.	Total de votos federal.	Total de votos republicano.	Mayoria.	Observaciones.
Para Alcalde	Para Alcalde				Total registration, 300. Total ballots cast, 290, as follows: Straight Federal, 62; straight Republican, 176; mixed ballots, 43; ballots thrown out not properly marked, 9. Exhibit C.
Para Juez Municipal. Suplente	Para Juez Municipal. Suplente				
Para la Junta de Instruccion.	Para la Junta de Instruccion.				
Para Concejales	Para Concejales				

Los abajos firmados miembros de la Junta de inscripci3n de Elecciones en el Colegio No. —, certificando, que este es el resultado del escrutino practicado en este colegio y que la votaci3n fue llevado á cabo con toda honradez y legalidad. (San Juan) de Puerto Rico, —, 1900.

FELIX ACOSTA.
JUAN LOPEZ.
JOHN SMITH,

First Lieutenant, Fortieth Infantry.

APPENDIX E.

HEALTH.

THE MARINE-HOSPITAL SERVICE.

MARINE-HOSPITAL SERVICE,
OFFICE OF MEDICAL OFFICER IN COMMAND,
San Juan, P. R., September 4, 1900.

The ADJUTANT-GENERAL,
Department of Porto Rico, San Juan, P. R.

SIR: In compliance with the request of the department commander under date of July 9, I have the honor to submit below an account of the installation of the maritime-quarantine service of Porto Rico and of the work of the Marine-Hospital Service in connection therewith.

In order to give a little more comprehensive account of this service, I have in the brief time at my disposal made such investigations as were possible concerning the efforts made by the Spanish Government to protect the island against invasion by epidemic diseases, and this report is prefaced by a very general outline of the Spanish maritime-quarantine service.

Maritime quarantine under Spain.—Without attempting to trace its history further the maritime quarantine of Porto Rico at the time of the American invasion was conducted under the royal decree of July 21, 1886. This law was apparently an attempt to organize or to reorganize the entire quarantine service of the island. It provided for a complete quarantine system and established stations at the ports of San Juan, Ponce, Mayaguez, Arecibo, Aguadilla, Arroyo, Humacao, and Fajardo. These ports were, in the order of their importance, divided into three classes, and provision was made for an elaborate personnel at each port proportionate to its class. The chief quarantine officials were appointed by the Spanish foreign minister; the subordinates by the governor-general after consultation with the provincial board of health. The service was administered apparently directly from the governor-general's office (during the year of autonomic government by the secretary of state), the provincial board of health being a consulting body in this administration. The various alcaldes and municipal boards of health sustained to the service an advisory and to a limited extent a supervisory relation. In addition to these general provisions, the decree contained minute and elaborate regulations regarding the duties of all employees—the inspection of vessels, the issuing of bills of health, the fixing of penalties, the establishment of lazarettos, the quarantine and disinfection of vessels, etc.

Without attempting to criticise the provisions of this law or to offer any opin-

ion as to its merits in establishing a practical and efficient quarantine system, certainly its administration showed, in results at least, many defects.

Probably the simplest method of arriving at some estimate of the real value of the Spanish maritime quarantine would be a general analysis of the equipment, etc., found here at the time of the American occupancy, with a brief glance at the mortality and morbidity statistics with regard to quarantinable diseases in the island.

The general equipment of the maritime quarantine found at the time of the American occupancy was criminally poor. The law itself made no attempt to provide real and efficient equipment for handling infected vessels, cargoes, baggage, etc. Equipment for the boarding and inspection of vessels and the employment of an unnecessarily elaborate personnel seem to have received attention at the expense of modern equipment and appliances for disinfection. The only attempt in the entire island to provide disinfecting equipment and a permanent lazaretto and detention station was the establishment of such a place on the island of Cabras, at the entrance of the harbor of San Juan. From the following, taken from a report made by Surgeon Glennan, Marine-Hospital Service, shortly after the American occupation, the poverty of equipment, etc., is evident:

"The isla de Cabras (Goat Island) is situated at the entrance of the bay opposite to Morro Castle, and is about a half statute mile in length by less than an eighth of a mile in width. It is unapproachable upon the northern and city sides on account of surf, rocks, and breakers, which have nearly divided the island in two places. On the western side it is reached only by small boats drawing not more than 3 feet of water, the rise and fall of the tide being about 18 inches. Here there is a wharf 9 feet wide and 50 feet long, headed by a 'T.' Proceeding up this wharf and to the right there is an 18-inch iron track leading to a disinfection building 12 by 18 feet with corrugated roof and cement floor. In this building there is a single-wall cylindrical steam chamber 5 by 9 feet without gauge or coil pipes, the steam being turned direct into the chamber. A wooden partition divides the compartments. Alongside under a shed a small upright steam boiler is erected, about 2 by 5 feet in diameter. * * * The apparatus was constructed in Paris, received about three years ago, but not set up until a month ago, when the passengers upon the transport *Mississippi* were detained here on account of a case of yellow fever. * * * Still farther to the right is a large warehouse building 50 by 50 feet with corrugated iron roof and cement floor. * * * There is a building 15 by 25 feet for use as a dispensary and keepers' quarters. Thirty feet from here is an imposing structure about 45 by 90 (detention barracks). * * * At one corner a small kitchen is attached, with brick benches for charcoal fires. Cement laundry tubs are placed upon the edge of the bluff. The water supply is entirely from cisterns, with no hand pumps.

"A few hundred yards farther is the 'lazaretto,' with central concrete floor, hall, two wards upon one side and four small rooms upon the other, detached kitchen, etc. A wooden picket fence isolated this end of the island. A number of old cots and a few rusted utensils constitute the entire furniture upon the island. It will thus be seen what idea has been obtained as to the formation of a detention camp and isolation hospital, without conveniences and effectiveness. Disinfection of vessels at the wharf is out of the question, as they can not approach within a mile, and there is no other island or isolated wharf available. The work will have to be performed by a floating barge."

Even the facilities for boarding and inspecting vessels for which the law made such elaborate provision were totally inadequate, except at the port of San Juan. The capital alone, in fact, possessed such facilities. At no other port was the quarantine service provided with the boats necessary for such work. And at San Juan the equipment, in comparison with that of any modern quarantine station, would be considered poor.

The cost of administering the quarantine service of Porto Rico, judged from an examination of old budgets, was about 10,000 pesos (\$6,000) annually. There was usually appropriated a small contingent fund, in addition, for the detention of vessels in quarantine. Nothing much seems to have been spent for several years in the purchase of new equipment.

Mortality and morbidity statistics.—Porto Rico, by its geographical position, is constantly menaced by but two epidemic diseases—smallpox and yellow fever. The presence of these two diseases in the island has been almost continuous. The following statistics and comments, in this connection, were made by Major Hoff, Medical Department, United States Army (annual report of General Davis to the Adjutant-General, 1899):

"But one case that might have been yellow fever has occurred since the occu-

pation of Porto Rico by our forces. Are we therefore justified in believing that we will continue to be equally fortunate in this respect? The meager statistics of the Spanish army obtainable here may enable us to anticipate what our own experiences are likely to be. I find that during the last ten years yellow fever occurred among those troops as follows:

	Cases.		Cases.
1889	114	1894	185
1890	169	1895	630
1891	24	1896	95
1892	99	1897	0
1893	91	1898	0

"Why the disease did not appear during the last two years I am unable to say. It is reasonable to believe that after the terrible lesson of 1895, communication with Cuba was restricted and, no cases having been brought here, there was no infection. It is not, however, safe to assume that interdiction of communication with Cuba will annihilate all danger of this disease, as important as this interdiction is."

The following figures were obtained from reports made to the superior board of health and are official. They show the deaths from yellow fever and smallpox as follows:

	Yellow fever.	Small-pox.		Yellow fever.	Small-pox.
1890.....	152	2,362	1895	360	921
1891.....	97	664	1896	76	472
1892.....	185	61	1897	20	492
1893.....	134	11	1898	30	522
1894.....	116	372			

Interregnum.—At the time of the military occupation the quarantine officers of the various ports were retained or new local appointees made temporarily. Later, Capt. L. P. Davison, U. S. Army, was detailed as health officer of the island, and the maritime quarantine fell under his supervision for a time.

Marine-Hospital Service.—In December, 1898, Surg. A. H. Glennan, U. S. Marine-Hospital Service, under the orders of the Secretary of the Treasury and Surgeon-General, arrived in San Juan for the purpose of investigating the maritime quarantine of Porto Rico in anticipation of its transfer to the Marine-Hospital Service. Under the instructions of the governor-general he was temporarily attached to the general health office of the island as medical adviser and supervisor of the maritime quarantine.

Under Executive order, January 17, 1899 (modified by Executive order, March 13, 1899), the maritime quarantine of Porto Rico was transferred to the Marine-Hospital Service, and Surgeon Glennan assumed charge as chief quarantine officer of the island.

Organization and administration.—The organization of the service already begun was immediately taken up. A systematic inspection of the various ports was begun in order to determine their needs. The various appointees were retained at the ports of Mayaguez, Arecibo, Humacao, Arroyo, Fajardo, Aguadilla. It was recommended that a commissioned officer be detailed for the port of Ponce, which by reason of its size and the character of its shipping demanded more experienced supervision. This officer assumed charge there on March 1, 1899, and this station was then made an independent station, reporting directly to Washington. The other ports of the island were made subports of San Juan and rendered their reports to that office.

The United States quarantine laws and regulations were translated and supplied to the various subports and were at once introduced throughout the island as far as possible, despite the opposition of various ship lines which were unused to such quarantine restrictions under Spain.

Particular attention was given to the most careful supervision of vessels arriving from Cuban ports, as they were believed to be the possible source whence Porto Rico received most of the yellow fever which has so often proven a scourge in the island. Arrangements were made and are still in force to have these vessels, plying here regularly, disinfected at their last Cuban port, so that they might pass their period of detention at sea, and on arriving here might be admitted to free pratique. Vessels not disinfected were held in quarantine and required to

transact all their business in quarantine, passengers for the islands being detained in observation, when necessary, and their baggage disinfected.

Most careful supervision and rigid inspection of vessels arriving from Spanish ports, at that time menaced by plague, was instituted.

Upon recommendations to the Quartermaster's Department of the United States Army the route of transports calling at Porto Rico was changed in order that these vessels might not arrive here direct from Cuban ports.

Other similar methods, when necessary, were taken with regard to all shipping.

Finances.—Under the Executive order of January 17 the expenses of the quarantine service were to be borne one-half by the insular treasury and one-half by the epidemic fund. This order was modified on March 13 by making the insular treasury responsible for the entire cost, but no definite sum was fixed. The delay in the arrangements for the support of the service, due to unsettled conditions and the inadequate amounts received, have greatly retarded the work of fully organizing and equipping it. On July 1, 1899, the appropriation from the insular treasury for that fiscal year was fixed by the military governor at something less than \$25,000. This was the first permanent appropriation made. A large part of this sum was spent in equipment, the rest for necessary expenses and salaries. Before the close of the fiscal year, and with the advent of civil government on May 1 money for the support of the service was appropriated by Congress, and the appropriation for the fiscal year beginning July 1, 1900, was made \$35,000.

Boarding equipment.—San Juan was the only port found to possess boarding equipment, and this was inadequate. More boats were purchased, and early in February of this year the service, through the military governor, secured the temporary use of a 30-foot naphtha launch, which has since been returned, and a large steam launch has been purchased by the service to replace it. The port of Ponce is having built a large rowboat. The other ports of the island are still without boats and are boarding vessels in the boats of the customs service.

Disinfecting equipment and detention station.—The most urgently felt need was for disinfecting equipment and a detention station. The island was practically without the former and Cabras Island formed but a poor substitute for the latter.

The immediate need for disinfecting equipment was supplied by the purchase of several formaldehyde autoclaves, which are small, easily handled, and perfectly efficient for clothing and similar articles. A disinfecting room for their use was secured in San Juan at the custom-house, in such an isolated position as to render it safe, and a small room was built in Ponce on the docks. It has not as yet been found feasible to supply the other ports with disinfecting equipment, but if the need for disinfection should arise at any of them the vessel may, under the law, be remanded to San Juan for treatment.

Cabras Island being totally unsuitable as a detention station, it was given up to be used as a leper colony, and exchanged for another island at the head of the bay, Miraflores. This island, by its situation, is well suited for the purpose. It had been formerly used by the Spanish Government as a magazine and contained two or three very good buildings. Under the orders of the military governor these were repaired and remodeled by the board of public works, some new structures built, and other various improvements made at considerable cost. The island was set aside by the military governor for quarantine purposes, all equipment, etc., from Cabras Island was removed there and the place formally occupied during the latter part of November, 1899. Since its occupancy the place has been furnished and equipped as rapidly as the appropriation would permit. Such disinfecting machinery as the service possessed was installed there and the island will soon be in constant readiness to take care of from 50 to 100 people in detention, with facilities for considerably increasing this number if it should become necessary. Also prepared to take care of persons sick with quarantinable diseases.

The disinfecting equipment of the island is still inadequate. The steam chamber found on Cabras Island, however, has been set up at Miraflores, and this with a number of autoclaves and a full supply of disinfecting material of all kinds has enabled the service, with the aid of the Cuban quarantine officers, to meet satisfactorily most of the conditions that have arisen. The capacity of the disinfecting plant, while small, has, in experience, permitted the handling of considerable baggage, and if it should become an urgent necessity, even vessels of considerable size could, with some delay, be efficiently disinfected.

Several weeks ago an appropriation of \$40,000 was obtained from the War Department for the construction of two disinfecting barges for Porto Rico, one to be placed at San Juan and the other at Ponce. One of these barges will soon be completed and is expected to arrive at San Juan at an early date. With this addition the station at San Juan can, for all practical purposes, be considered as complete and well equipped in most respects. And since, under the law, vessels

may be remanded from other ports of the island to San Juan for treatment, Porto Rico will be, for the first time in its history, prepared to meet adequately all maritime quarantine problems which are likely to arise.

The present equipment and personnel of the maritime quarantine service of the island is as follows:

San Juan.—Miraflores island, with its detention station, lazaretto, disinfecting equipment, and a disinfecting barge nearing completion; a large, new steam launch, sailboat, and small boats for boarding and other purposes; a personnel of 1 medical officer in command, 1 boarding officer, 1 steward, and 14 other employees, including clerks, sailors, engineers, etc.

Ponce.—A disinfecting room and formaldehyde autoclaves; a large rowboat, under construction for boarding purposes; a personnel of 1 medical officer in command, 1 boarding officer, and 2 employees.

Subports.—Each has one medical officer, who is at present without either disinfecting or boarding equipment.

It is not fortuitous that San Juan is so much better equipped than any other port of the island. It was early determined to furnish and equip, as rapidly as possible, at least one complete station, as the appropriation did not permit of doing more.

With the general vaccination of the island under the military government and the subsequent supervision and quarantine of smallpox by the sanitary authorities this disease has been practically eliminated from Porto Rico. Yellow fever has not, so far as is known, made its appearance anywhere in the island since the American occupation, a happy result which, in view of repeated infections in years just previous to this occupation and the subsequent continuous intercourse with Cuba under unfavorable maritime quarantine conditions, one can but feel is largely providential. What our experience with this disease is likely to be in the future is difficult to say. Maritime quarantines are never absolute, and it is impossible to make them so. Each community, in addition to its outer defenses, should be prepared internally, also, to take care of epidemic diseases, and Porto Rico is not so prepared. With bad internal hygienic conditions, a native population partially immune to yellow fever, and a large number of nonimmune Americans, the invasion of the island by yellow fever is a possibility fraught with alarming consequences.

Respectfully submitted.

C. H. LAVINDER,
*Assistant Surgeon, Marine-Hospital Service,
Chief Quarantine Officer for Porto Rico.*

OFFICE OF MEDICAL OFFICER IN COMMAND,
MARINE-HOSPITAL SERVICE,
San Juan, P. R., September 19, 1900.

The ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: I have the honor to transmit herewith a report on the installation of the quarantine service of Porto Rico. This was requested of me some time ago. I regret the delay in transmission, but it was unavoidable.

Respectfully,

C. H. LAVINDER,
*Assistant Surgeon, U. S. Marine-Hospital Service,
Chief Quarantine Officer of Porto Rico.*

APPENDIX F.

FINANCIAL STATEMENTS.

- Exhibit 1. Financial statement, October, 1898–April, 1900, receipts and expenditures.
2. Audited accounts, receipts and disbursements, custom-houses.
3. Receipts and disbursements, central treasury.
4. Revised report auditor Porto Rico.
5. Distribution of expenditures shown by auditor.
6. Summary, customs accounts.
7. Auditor's explanatory statement.
8. Receipts and expenditures for fifty years.
9. Deposits and bonds removed by Spain.
10. Collection of budgets.
11. Donations by Mexico ordered by the Crown for Porto Rico.
12. Report special tax commissioner.
13. Comments on governor's remarks respecting finances of military government.

EXHIBIT 1.

Financial Statement.—RECEIPTS AND DISBURSEMENTS OF THE MILITARY GOVERNMENT OF PORTO RICO.

[October 18, 1898, to April 30, 1900, as per audited statements.]

General receipts and disbursements.

RECEIPTS.

No.		I. Customs: Military oc- cupation to June 30, 1899, Garrison and Heyl, audit.	II. Central treasury: Military oc- cupation to July 6, 1899, Heyl, audit.	III. Insular: July 1, 1899, to Apr. 30, 1900, Garri- son, audit.	IV. Total.
1	Customs revenues.....	\$1,239,483.36		\$928,859.64	\$2,168,343.00
2	Internal revenue.....		\$255,615.44	192,669.95	496,285.39
3	Miscellaneous receipts.....		12,280.94	26,531.29	38,812.23
4	Postal receipts.....			63,072.13	63,072.13
5	Deposits by director-general of posts, of funds remitted from Post-Office Department in Washington, to meet deficiencies in postal revenues, from Oct. 1, 1899, to April 30, 1900.....			12,316.71	12,316.71
6	Trust funds.....		482,618.47	14,123.04	496,741.51
7	Deposit by city of Fajardo for indus- trial and normal school.....			20,000.00	20,000.00
8	Received from fees.....			2,708.94	2,708.94
9	Repayments.....			28,542.91	28,542.91
10	Total.....	1,239,483.36	788,514.85	1,288,824.61	3,316,822.82
	Less amounts included above which were not available to meet the ex- penses of carrying on the govern- ment.....				600,673.26
	Available income (expenses of collection included).....				2,716,149.56

DISBURSEMENTS.

11	General expenses of the military gov- ernment not assigned to any of the following headings.....	\$21,557.46	\$4,512.98	\$39,406.83	\$65,477.27
12	Cabinet council, secretary of state, civil secretary.....		14,513.60	37,648.71	52,162.31
13	Secretary of justice, solicitor-general.....	798.65	8,657.03	11,078.54	20,534.22
14	Secretary of finance, treasurer.....		27,383.72	6,110.13	33,493.85
15	Auditor.....	1,888.29		21,154.65	23,042.94
16	Secretary of the interior.....		12,481.84	1,871.26	14,353.10
17	Special commission on taxation.....			1,801.79	1,801.79
18	Collection of customs.....	67,489.90		67,333.12	134,823.02
19	Collection of internal revenues.....		23,029.73	27,649.45	50,679.18
20	Postal service.....	119.59	946.40	92,623.48	93,689.47
21	United States provisional court.....			20,168.94	20,168.94
22	Territorial audiencia, supreme court.....		28,949.14	27,044.95	55,994.09
23	Audiencia of Ponce and Mayaguez, courts of first instance, district courts, municipal courts.....		47,622.88	98,754.07	146,376.95
24	Prisons and jails.....	1,676.70	17,589.48	78,385.87	97,652.05
25	Public works.....	401,041.33	29,480.17	363,383.00	793,904.50
26	Harbors.....	3,901.34	51.42	18,116.98	22,069.74
27	Light-houses.....	14,270.52	2,895.43	42,040.31	59,206.26
28	Quarantine.....	6,457.82		19,177.57	25,635.39
29	Health, vaccination, S. P. C. A.....	43,774.06	2,012.26	12,032.05	57,818.37
30	Public instruction.....	2,727.18	33,625.88	212,485.92	248,838.98
31	Teachers' pensions.....		463.14	1,357.36	1,820.50
32	Charities.....	8,539.35	12,425.40	47,554.63	68,519.38
33	Insular and municipal police.....	50,808.18	3,632.23	130,073.44	184,513.85
34	Census.....			75,159.64	75,159.64
35	Pensions.....		4,246.10	1,641.00	5,887.10
36	Clergy.....		1,046.20		1,046.20
37	Guarantee deposits, bail and bonds, returned.....		474,774.88	4,591.45	479,366.33
38	Overpayments, internal-revenue taxes, returned.....		682.54	174.40	856.94
39	Overpayments, customs duties, re- funded.....	2,180.18		6,571.85	8,752.03
40	Surveys paid for from special deposits.....			696.00	696.00
41	Advances.....	28,155.01			28,155.01
42	Loans to municipalities.....	29,079.75		1,000.00	30,079.75
43	Provincial diputacion.....	43,434.82	4,067.67	10,912.03	58,414.52
44	Payments on order of War Depart- ment.....			4,884.61	4,884.61
45	Total.....	727,900.13	755,119.62	1,482,884.03	2,965,903.78

SUMMARY.

Total general receipts	\$3,316,822.82	
Total general disbursements	2,965,903.78	
		\$350,919.04
Balance transferred to civil government:		
Apr. 30, 1900	285,339.25	
Aug. 31, 1900, collections made for military government of amounts due (see 5, III, A. R.)	65,566.37	
		350,905.62
Auditor's disallowance of a disbursing account pertaining to the board of public works (see 4, III, A. R.)		13.42
		13.42
		.00
NOTE.—The balance transferred to civil government is composed of—		
Trust funds	\$11,548.29	
Current funds	339,357.33	
Total		350,905.62
The item of trust funds is thus demonstrated:		
Total receipts, trust funds (see 6, IV, this statement)		496,741.51
Total disbursements, trust funds:		
Item 31, IV	1,820.50	
Item 37, IV	479,365.83	
Item 40, IV	696.00	
Item 43 (part of)	3,310.89	
		485,193.22
Difference		11,548.29

B.—Receipts and disbursements, special accounts.

I.—HARBOR WORK.

RECEIPTS.

Harbor dues	\$6,788.78	
Rents	381.72	
Sales	17,351.35	
Refundments	872.58	
Tariff, pilotage, and towing	131.82	
Miscellaneous	532.28	
		\$26,058.53

DISBURSEMENTS.

Total disbursements for maintenance and improvement of harbor facilities, as per vouchers	\$25,745.10	
Balance turned over to treasurer of Porto Rico Aug. 23, 1899	313.43	
		\$26,058.53

II.—DIPUTACION PROVINCIAL.

RECEIPTS.

Balance on hand Oct. 18, 1898	\$28,988.14	
Receipts to Dec. 2, 1898	1,217.93	
Sale of lottery tickets	162.68	
Rents	896.00	
Refundments	461.69	
Consumption impost	222.21	
Patients, insane asylum	941.43	
Sales of furniture, etc	2,350.75	
		\$35,240.83

DISBURSEMENTS.

Total disbursements, liquidation of affairs of diputacion provincial	\$29,399.09	
Amounts turned over to treasurer of Porto Rico Mar. 24, 1900:		
Securities	5,770.50	
Cash	71.24	
		\$35,240.83

NOTE.—In addition to this amount, there was paid out in the liquidation of the affairs of the diputacion \$58,414.52, shown in item 43, IV, disbursements. The account here given includes only funds received from sources other than insular appropriations.

III.—PORTO RICO HURRICANE RELIEF.

(a) "Contribution fund."

RECEIPTS.

From donations, sales of supplies and sacks	\$16,336.82
---	-------------

DISBURSEMENTS.

Total disbursements, as per vouchers	\$12,734.07
Balance on hand Dec. 15, 1900	3,602.75
	<hr/> \$16,336.82

NOTE.—The donations referred to include only money sent directly to the military governor or his representatives in Porto Rico, as opposed to the other and much larger contributions made through the central Porto Rican relief committee in the United States (see chapter on "Hurricane relief"). The fund here accounted for continued to be applied under the control of the commanding general, Department of Porto Rico, until December 15, 1900, the date to which the account is here carried, when the department was discontinued and the island made a military district. The balance of \$3,602.25 was then turned over to the district commander.

(b) Hospital and medicines

RECEIPTS.

From the Secretary of War, Congressional appropriation, "Refunding customs revenues," etc	\$25,000.00
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DISBURSEMENTS.

Total disbursements, as per vouchers	\$7,090.34
Deposit with assistant treasurer, New York, of unexpended balance	17,909.66
	<hr/> \$25,000.00

(c) Road construction.

RECEIPTS.

From Congressional appropriations:	
"Emergency fund, War Department"	\$200,000.00
"Refunding customs revenues," etc	750,000.00
"Civilian assistants," etc	2,385.00
	<hr/> \$952,385.00

DISBURSEMENTS.

From "Emergency fund"	\$155,604.12
From "Refunding customs"	21,389.75
From "Civilian assistants," etc	1,752.56
Balance on hand May 1, 1900	773,638.57
	<hr/> \$952,385.00

NOTE.—This balance was continued in the possession of the engineer officer, Department of Porto Rico, to be applied in the construction of public roads, accounts therefor being duly rendered to the United States Treasury.

GENERAL SUMMARY.

RECEIPTS.

A. General receipts	\$3,316,822.82
B. Receipts, account of:	
Harbor works	26,058.53
Diputacion provincial	35,240.83
Porto Rico relief, contribution fund	16,336.82
Porto Rico relief, hospitals and medicines	35,000.00
Porto Rico relief, road construction	952,385.00
	<hr/> \$4,371,844.00

DISBURSEMENTS.

A. Disbursements from general receipts	\$2,965,903.78	
B. Disbursements:		
Harbor works	25,745.10	
Diputacion provincial.....	29,399.09	
Porto Rico relief, contribution fund	12,734.07	
Porto Rico relief, hospitals and medicines	7,090.34	
Porto Rico relief, road construction	178,746.43	
	<u>\$3,219,618.81</u>	
		\$1,152,225.19

DISTRIBUTION OF BALANCE.

(a) To treasurer of Porto Rica, insular fund	\$350,905.62	
(b) To treasurer of Porto Rico, account of harbor works	313.43	
(c) To treasurer of Porto Rico, account of diputacion provincial:		
Cash.....	\$71.24	
Securities	5,770.50	
	<u>5,841.74</u>	
		357,060.79
(d) To Lieutenant-Colonel Buchanan, account contingent fund.....	3,602.75	
Deposited with assistant treasurer United States, account of hospitals and medicines.....	17,909.66	
(e) Remaining in hands of engineer officer	773,638.57	
(f) Due on disallowance by auditor of an account pertaining to board of public works	13.42	
	<u>795,164.40</u>	
		1,152,225.19
<hr/>		
The total receipts charged in the summary amounted to		\$4,371,844.00
Of which the following amounts were allotted United States funds appropriated by Congress:		
(a) Deposits to meet deficiencies in postal revenues (\$12,316.71 and \$17,234.64)	\$29,551.35	
(b) Porto Rico relief, hospitals and medicines	25,000.00	
(c) Porto Rico relief, road construction	952,385.00	
	<u>1,006,936.25</u>	
Leaving as the total charge of receipts collected in Porto Rico		3,364,907.65
Of this balance the following amounts were not available to meet the liabilities proper of the military government:		
(d) The \$600,673.26 shown in 10, IV, less \$29,551.35 deducted already in (a) above	\$571,121.91	
(e) Contribution fund, Porto Rico relief	16,336.82	
(f) Special fund, diputacion provincial.....	35,240.83	
	<u>622,699.56</u>	
Leaving as the total available to meet the liabilities proper of the military government		2,742,208.09
<hr/>		
The total expenditures charged in the summary amount to		\$3,219,618.81
Of which the following were from the Congressional		

appropriations already referred to:

(a) For postal service.....	\$29,551.35	
(b) For hospitals and medicines.....	7,090.34	
(c) For road construction.....	178,746.43	
		<u>\$215,388.12</u>

Leaving as the total charge of expenditures from funds collected in Porto Rico..... 3,004,230.69
Of this amount the following were not expended to meet the liabilities proper of the military government:

(d) The expenditures (\$92,623.48 of item 20, items 31, 37, 41, and \$3,310.89 of item 43, expenditures, plus \$11,308.27, payments refunded as per note 9, III) corresponding to the receipts of note 10, III, less \$29,551.35, already deducted in (a) above.....	\$559,573.62	
(e) Expenditures contribution fund.....	12,734.07	
(f) Expenditures special fund, diputacion provincial.....	29,399.09	
		<u>601,706.78</u>

Leaving as a total expended to meet the liabilities proper of the military government..... 2,402,523.91

Total of receipts available, etc..... 2,742,208.09
Total of expenditures from same..... 2,402,523.91

Balance available, etc..... 339,684.18
Accounted for in items of "Distribution of balance" above, as follows..... \$339,357.33
Item (a) includes the remainder, \$11,548.29, a balance of trust funds (see last item "summary," this statement:
Item (b)..... 313.43
Item (f)..... 13.42
339,684.18

NOTES OF EXPLANATION.

FINANCIAL STATEMENT.

The four roman numerals I, II, III, and IV will indicate the first, second, third, or fourth columns. The arabic numerals 1 to 45 will indicate the entries as appearing in left-hand margin; for example, the notes of explanation following 6, II, relate to "6. Trust funds," under the heading "II. Central treasury."

G. R.—This abbreviation refers to the statement herewith of the "Audited accounts of the receipts and disbursements of the custom-houses" from military occupation to June 30, 1899, as reported by Mr. J. R. Garrison, the auditor of Porto Rico, on August 2, 1900.

H. R.—This abbreviation refers to the audit of disbursements of customs funds (military occupation to June 30, 1899) as reported by Lieut. Col. C. H. Heyl, inspector-general, on October 17, 21, and 28, 1899, the first two having been printed in General Davis's "Report on civil affairs of Puerto Rico," October 13, 1899, and the last report of October 28 is herewith.

S. C. T.—This abbreviation refers to the statement of receipts and disbursements of the central treasury for the period from October 18, 1898, to July 6, 1899, as appearing herewith, which is prepared from the monthly report of the secretary of finance (who was succeeded by the civil secretary) and the report of examination of same by Lieutenant-Colonel Heyl, inspector-general, as printed on pages 332-342, General Davis's "Report on civil affairs of Puerto Rico," October 13, 1899. All this data and other supplied by officials of the central treasury have been further examined and analyzed by General Davis, the result being submitted herewith as "Statement of the central treasury," from military occupation to July 6, 1899.

A. R.—This abbreviation refers to the auditor's report to General Davis, dated September 20, 1900, of the official audit of the receipts and disbursements of the public funds of Porto Rico. Whenever the exhibits appearing with that report

are referred to they will be indicated by the appropriate letter and the numbered column in which the item appears, thus: 21, "F," A. R. means census, Exhibit F, auditor's report, September 20, 1900. When the reference is to items in the body of the report, the item and section will be referred to by notation, thus: 1, VI, A. R., "Balance of trust funds" of \$4,070.06, Section VI, "trust funds."

S. C. A.—This abbreviation refers to "Summary of customs accounts" herewith, prepared by the late military governor of Porto Rico, from data supplied by the auditor of Porto Rico and by Lieutenant-Colonel Heyl, inspector-general.

D. I. E.—This abbreviation refers to "Distribution of insular expenditures," wherein is given a demonstration of the statement of disbursements of insular revenue, column III, financial statement.

Numerals preceding any of the initials above given will be found at the left-hand margin of the cited report on statement, and that number will be found to be the same as that of the item in financial report.

1, I.—\$1,239,483.36, obtained by deducting \$5,757.58, amount received subsequent to June 30, 1899, from the total of \$1,245,240.94, net receipts customs—G. R. and 1, S. C. A.

1, III.—\$928,859.64, obtained by deducting from the total customs receipts of \$959,311.28, 1, I, A. R., the sum of \$30,451.64, amount shown in 14, "A," A. R., as balance in hands of collectors of customs on June 30, 1899; this latter amount being already included as part of 1, I, must not be a second time charged as a receipt.

2, II.—\$293,615.44, composed of items (a), (b), and (c), 1, S. C. T.

3, III.—\$192,669.95, obtained by deducting from \$198,230.73, total collection internal revenue; 4, 1, A. R., the sum of \$5,560.78, to avoid a double entry. The auditor notes the receipt of "Balances due June 30, 1899," under "Internal revenue" and "Miscellaneous receipts," 3 and 20, B, A. R., a total of \$7,644.94, but \$5,560.78 of this amount has already been accounted for.

See note 9, S. C. T. It is therefore not again charged.

3, II.—\$12,280.94, see (d), I, S. C. T.

3, III.—\$26,531.29, see 5, I, A. R.

4, III.—\$63,072.13, see 2, I, A. R.

5, III.—\$12,316.71, see 6, I, A. R.

6, II.—\$482,618.47, see (e), I, S. C. T. From the total there shown, \$526,053.29, the sum of \$43,434.82 is deducted, because, as explained in note 3, to that account, this amount was paid into the central treasury from custom receipts, and is therefore already included herein as part of 1, I.

6, III.—\$14,123.04, obtained by deducting from \$18,193.10, see 7, I, A. R., the sum of \$4,070.06, in order to avoid a double entry, the latter being already accounted for under trust funds as part of 6, II. See 1, VI, A. R.

7, III.—\$20,000, see 8, I, A. R.

8, III.—\$2,708.94, the total of 7, D, A. R. This amount did not pass through the treasurer's hands.

9, III.—\$28,542.91, the total repayments stated in II, A. R., are \$128,001.26 From which are deducted:

Unexpended balances of advances made after July 1,

1899, shown in 1, II, A. R. \$68,779.59

Unexpended balances of advances made before July

1, 1899, shown as total of item under 6, II, A. R. 30,678.76

99,458.35

28,542.91

It is obvious why these deductions should be made in a showing of the net receipts. The balance retained as a receipt is made up of \$17,234.64, which was a deposit with the treasurer of Porto Rico to refund money advanced from the insular revenues to meet deficiencies in the postal service, and the total receipts of the military government were increased by this deposit in repayment. The remaining \$11,308.27 is composed of sundry items of repayment stated in II, A. R. This is retained as a receipt, because the amounts repaid were previously actually expended and the transactions audited and charged up as expenditures, and were considered in making up the following statement of disbursements. The elimination of these double entries making up this sum of \$11,308.27 would necessitate long and involved explanations, while their retention as such causes no confusion. In the summary of receipts and expenditures an appropriate correction will appear.

10, I.—\$1,239,483.36 requires no further explanation than is contained in 1, I. (Notes.)

10, II.—\$788,514.85. This total is less than the total of cash receipts shown in S. C. T. by \$43,434.82, and the reason for this deduction will appear from 6, II. (Notes.)

10, III.—\$1,288,824.61, the corresponding totals shown by item
6, III, A. R., is..... \$1,899,873.72
To which must be added the amount stated in 8, III (notes)..... 2,708.94

Giving gross receipts..... 1,902,582.66
Total here stated..... 1,288,824.61

Difference to be explained..... 613,758.05

Explanation:

(a) Entry 11, I, A. R. included as part of 1, I..... \$450,452.83
(b) Explained as per 1, III (notes)..... 30,451.64
(c) In IV, S. C. T. (a) and (b), there is noted as transferred or deposited with treasurer—
1. On account of internal revenue, 12, I, A. R. 23,764.39
2. On account of trust funds, 1, VI, A. R. 4,070.06
3. On account of balances in hands of internal-revenue collectors July 6, 1899, see note 9, S. C. T. 5,560.78
(d) Explained as per 9, III, (notes)..... 99,458.35

613,758.05

Balanced and proven..... 0.00

To show available income, deductions must be made from total receipts..... 3,316,822.82
as follows:

(a) Postal receipts, 4, III. While these collections passed through the treasury, the money was never within the control of the military governor..... \$63,072.13
(b) Deposits to meet deficiencies in postal revenues, 5, III..... 12,316.71
(c) Trust funds, 6, II and III..... 496,741.51
(d) Repayments, 9, III..... 28,542.91

Total..... 600,673.26

Available income, expense of collections included..... 2,716,149.56

11, I, II, and III.—\$65,477.27, general expenses. (See 11, S. C. A.; 11, S. C. T., and 11, D. I. E.) The charges under the head of "General expenses" are various. When items of expenditures were found to be unrelated to any of the several headings for distribution they were charged as "General expenses."

12, II and III.—\$52,162.31, state department. (See 12, S. C. T., and 12, D. I. E.) This covers every expense for the duties, many of which were administrative, falling to the officials and departments styled as indicated in this subdivision. The civil secretary was charged with duties that included general supervision over internal-revenue collectors. He was also liquidator of the affairs of the provincial deputation.

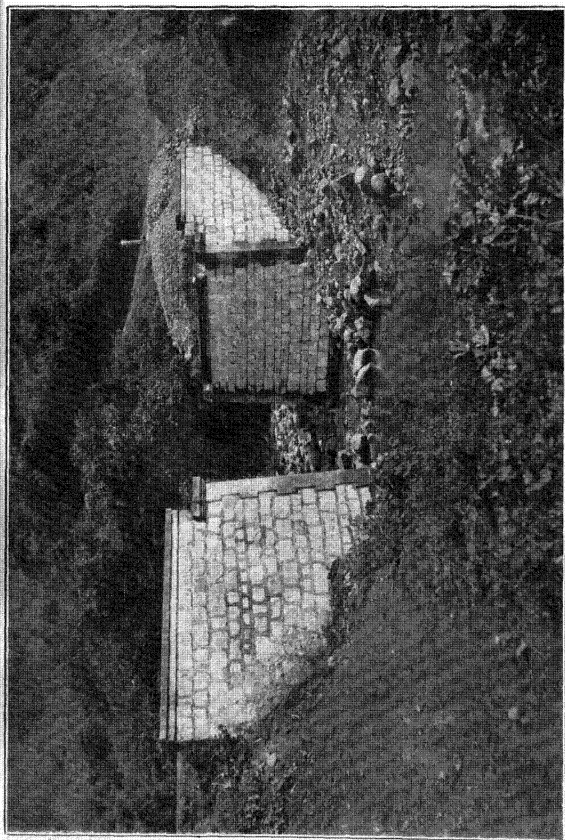
13, I, II, and III.—\$20,534.22, department of justice. (See 13, S. C. A.; 13, S. C. T., and 13, D. I. E.) This includes all the expenditures for services then usually devolving on an attorney-general or state's attorney.

14, II and III.—\$33,493.85, treasury department. (See 14, S. C. T., and 14, D. I. E.) In the first period of the financial administration the auditing of accounts was lodged with the secretary of the treasury, while in the later the offices of treasurer and auditor were separate.

15, I and III.—\$23,042.94, auditor. (See 15, S. C. A., and 15, D. I. E.) The expenditures here noted from customs money were incurred in auditing customs accounts. The amount expended in the last ten months of military government includes the expense of organization of the office.

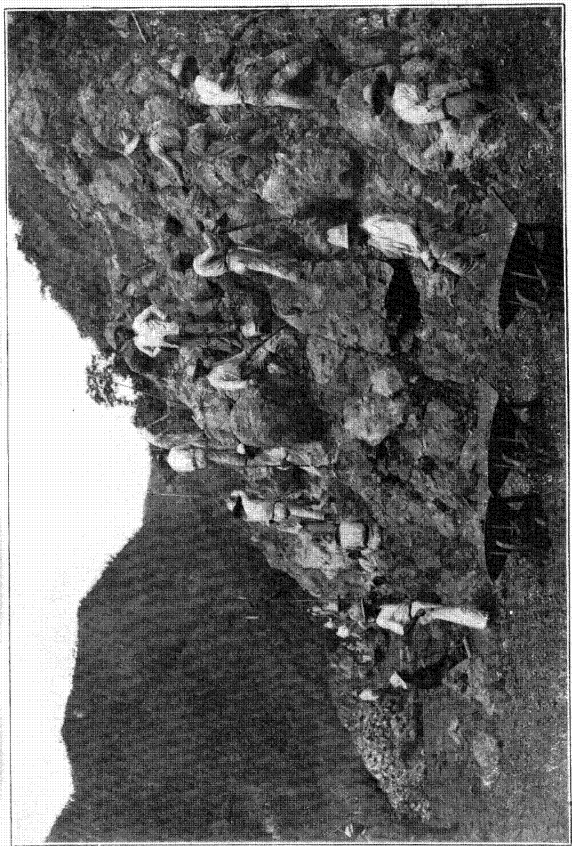
16, II and III.—\$14,353.10, interior department. (See 16, S. C. T., and 16, D. I. E.) After August 15, 1899, there was no expense incurred for what had been styled the "interior department."

17, III.—\$1,801.79, tax commission. (See 17, D. I. E.) In February, 1900, a financial expert for Porto Rico was appointed by the Secretary of War, at the



FROM COMERIO NORTHWARD. A PAIR OF FINISHED ABUTMENTS.

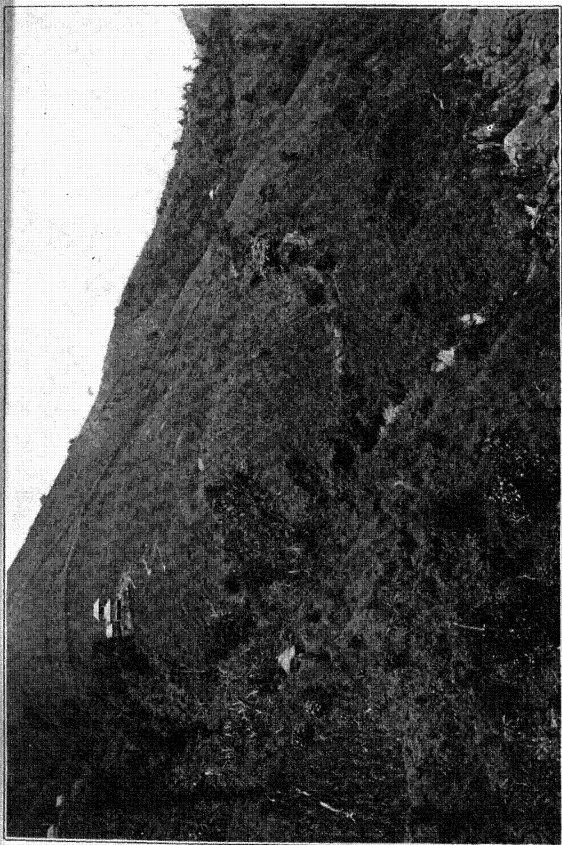




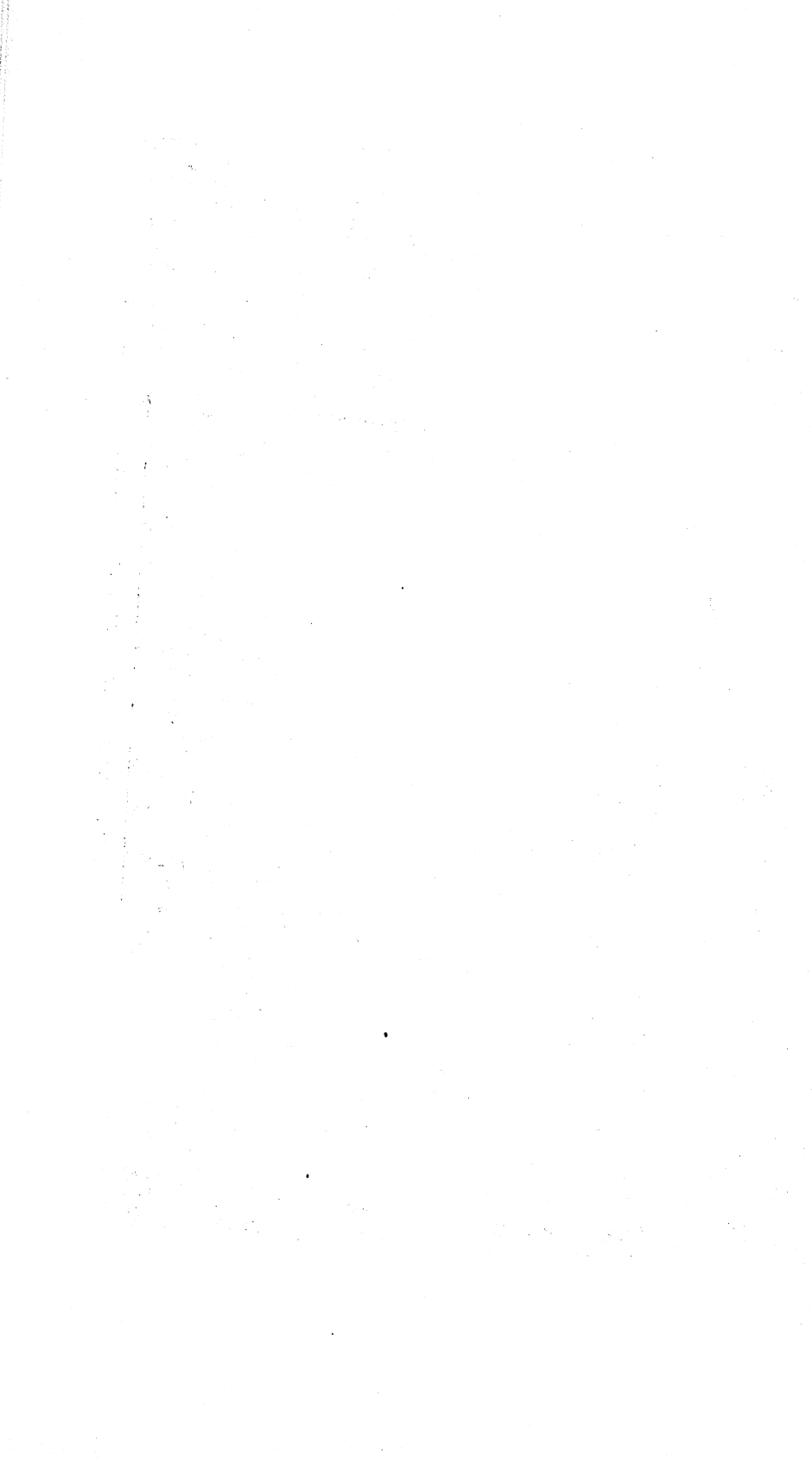
FROM COMERIO NORTHWARD, SOME SOLID ROCK.

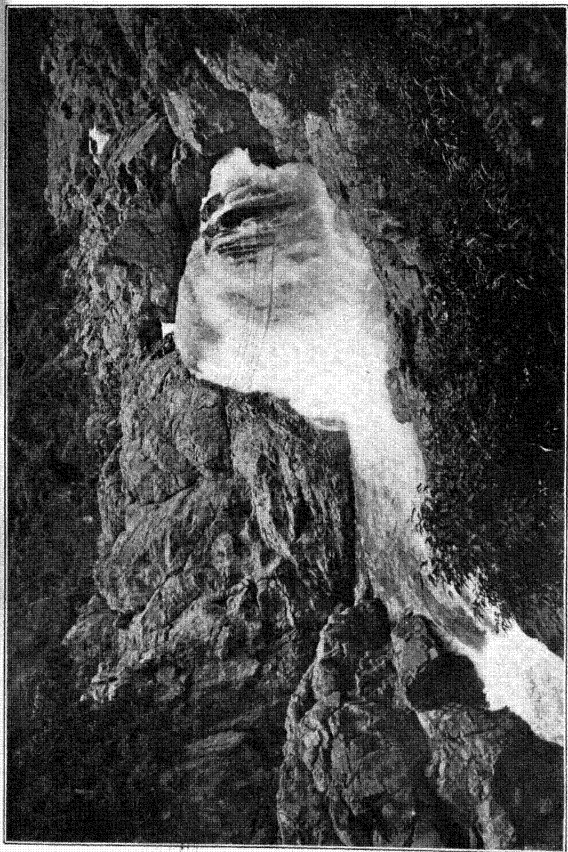


FROM COMERIO NORTHWARD. WALLS OF A CULVERT READY TO RECEIVE THE CONCRETE ARCH RING.

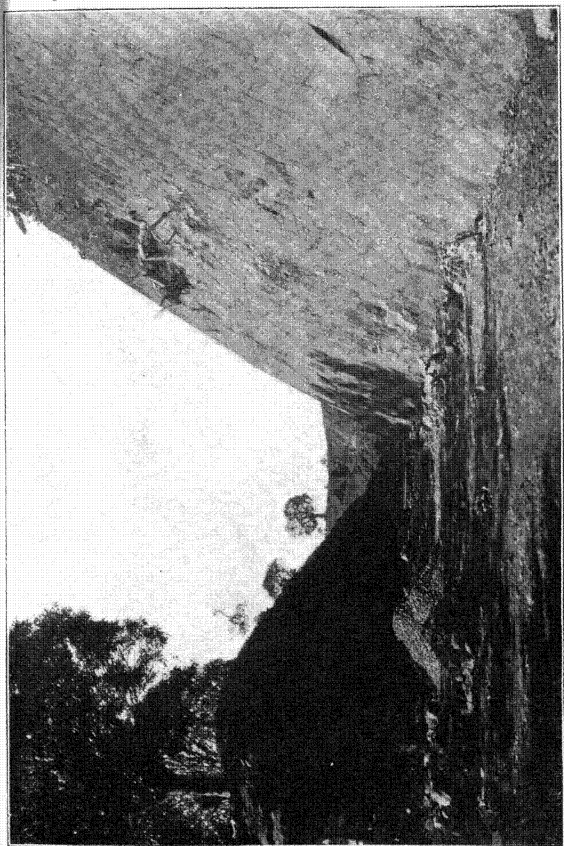


FROM COMERIO NORTHWARD. TYPICAL VIEW OF PRESENT TRAIL BETWEEN COMERIO AND BAYAMON.





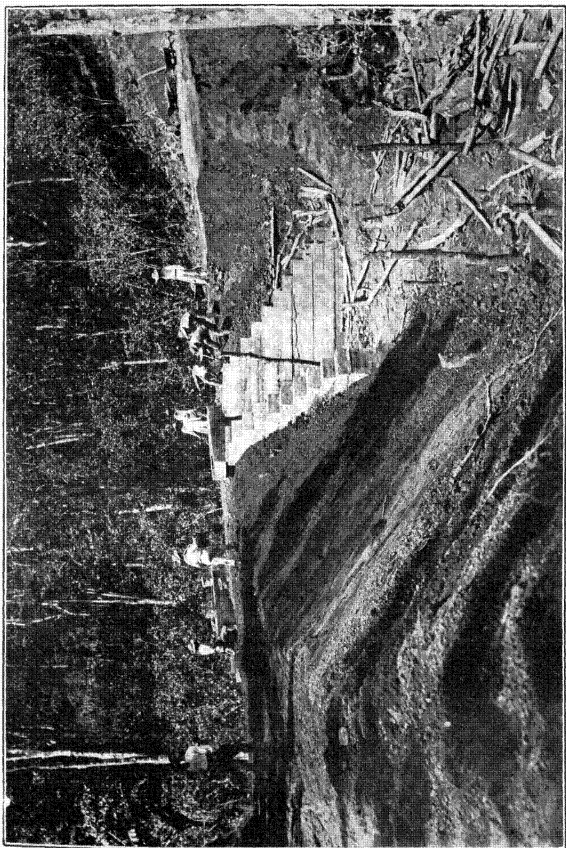
FROM COMERIO NORTHWARD. ONE OF THE FALLS OF THE RIO DE LA PLATA.



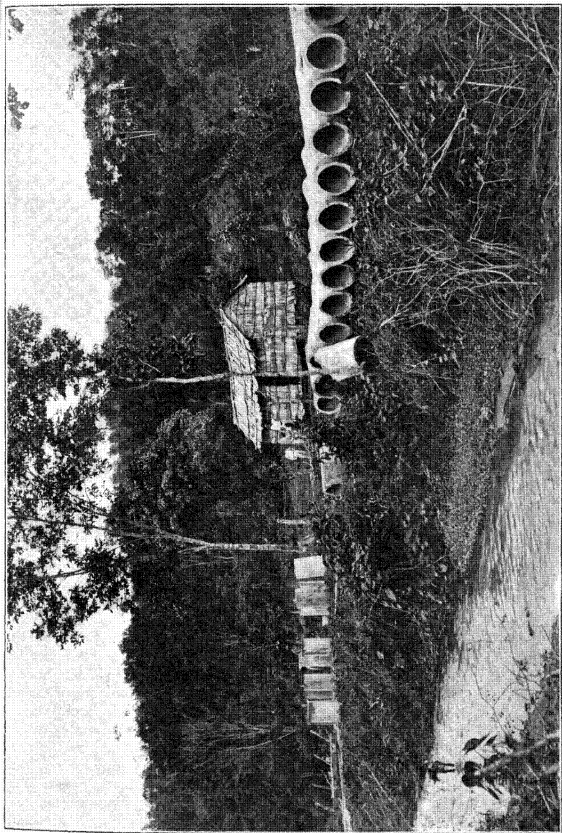
MAYAGUEZ TO LAS MARIAS. A HEAVY CUT JUST BELOW THE SUMMIT.

The point in the background at the large tree is the summit between Las Marias and Mayaguez.

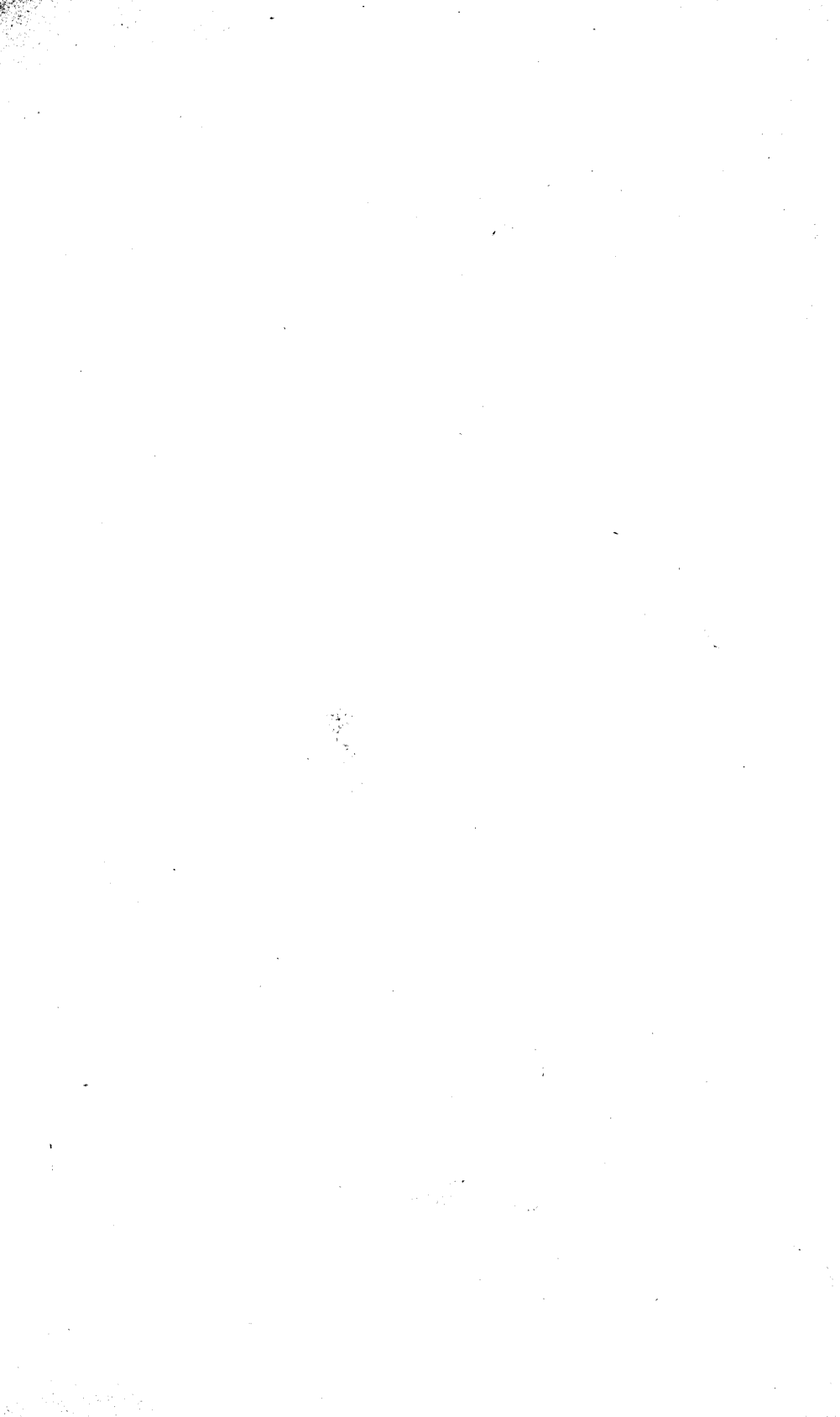




MAYAGUEZ TO LAS MARIAS, A CONCRETE CULVERT IN COURSE OF CONSTRUCTION.



MAYAGUEZ TO LAS MARIAS. CONCRETE PIPE.



request of the military governor. A small office force was supplied, and the expenses stated were incurred in establishing the commissioner in his work of raising the taxation laws of Porto Rico.

18, I and III.—\$134,823.02, collections of customs. (See 18, S. C. A., and 18, D. I. E.) The total amount of customs collections and cost of same were as follows:

Period.	Duties, etc., collected.	Cost of collections.
Military occupation, June 30, 1899	\$1,239,433.86	\$37,439.90
To April 30, 1900	923,859.64	67,333.12
Total	2,163,293.50	134,823.02
Deduct expense of repairing bridges and buoys, per memorandum, auditor		3,020.89
Net cost of collection		131,802.13
Which is at the rate of	per cent.	6.08

The total of customs money collected (1898) and the percentage of cost thereof, as noted in the British Colonial Report for the British West India Colonies, was:

Barbadoes:

Duties collected	\$462,006.32
Cost of collection	50,063.86
Which is at the rate of	per cent. 10.83

Trinidad:

Duties collected	\$1,158,307.34
Cost of collection	95,104.52
Which is at the rate of	per cent. 8.21

19, II and III.—\$50,679.18, collections of internal revenue. (See 19, S. C. T., and 19, D. I. E.) The total funds received and accounted for by collectors of internal revenue were:

Internal revenue proper	\$486,285.39
Miscellaneous receipts	38,812.23
Trust funds, cash	496,741.51
Fees	2,708.94

Total	1,024,548.07
Cost of collection	50,679.18
Which is at the rate of	per cent. 4.94

20, I, II, and III.—\$93,689.47, postal service. (See 20, S. C. A., 20, S. C. T., and 20, D. I. E.) It would appear that the postal service cost the island nearly \$90,000, but this is not the fact. (See VII, A. R.)

The total cost of the postal service, from and after July 1, 1899, was	\$87,950.98
Collections in Porto Rico	63,118.63

Paid by the United States	14,832.35
Expenditures on posts from local funds previous to July 1, 1899	1,065.99

Total	15,898.34
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Besides which an unknown amount was refunded—the proceeds of collections for stamps sold—nor is known what amount the United States advanced to pay postal expenses from the date of military occupation to July 30, 1901, for the military governor had no control over the service.

21, III.—\$20,168.94, United States provisional court. (See 21, D. I. E.) This court was created in July, 1899. Two of its judges and the secretary, also several of the bailiffs, were paid from army appropriations.

22, II and III.—\$55,994.09, territorial audiencia and supreme court. (See 22, S. C. T., and 22, D. I. E.) The personnel of these courts and all of the employees were natives. The courts were reorganized in August, 1899, when the audiencias were abolished and a supreme court established.

23, II, III.—\$146,376.95, audiencias of Ponce and Magayuez, etc. (See 23, S. C. T., and 23, D. I. E.) The personnel of all these courts continued to be native. The audiencias were discontinued in August, 1899, and the district courts estab-

lished in their stead and in substitution for the courts of first instance. Previous to July 1, 1899, the municipalities were required to pay a large part of the judicial expenses; but after that date the insular treasury paid all salaries, expenses, etc.

24, I, II, and III.—\$97,652.05, prisons and jails. (See 24, S. C. A., 24, S. C. T., and 24, D. I. E.) Previous to July 1, 1899, the jail expenses were nearly all borne by the municipalities, but after that date the entire cost of the state prison and also the district jails was paid from the insular funds.

25, I, II, III.—\$793,905.50, public works. (See 25, S. C. A., 25, S. C. T., and 25, D. I. E.) The public works department was at first administered by a board inherited from Spanish times. This gave place to a director, who was in turn succeeded by a board. Several contracts in road making were in progress when the Americans took charge, all made with the provincial deputation, but as that body was abolished almost immediately, the island assumed the obligation. As a measure of relief to the indigent, the military governor ordered the employment of a large number, but their labor could not be applied economically, for the reason that material for road projects did not exist, and a great many men were set at work, usually under conditions which precluded the accomplishment of any full benefits. The expenditures for public works were larger than any other branch of the public service in the island.

26, I, II, and III.—\$22,069.74, harbors. (See 26, S. C. A., 26, S. C. T., and 26, D. I. E.) The only harbor upon which under Spain there had been any considerable improvement was San Juan. The work was in charge of a board composed principally of government officers, but there was a local representation on the board. This organization was discontinued soon after the Americans assumed control and all obligations were accepted by the island. The work upon the harbors had been paid for from the proceeds of a certain tax upon passengers and goods landed and from the proceeds of sales of reclaimed lands. During the military government there was no great expenditures on harbors.

27, I, II, and III.—\$59,206.26, light-houses. (See 27, S. C. A., 27, S. C. T., and 27, D. I. E.) During the military government all the light-houses were repaired; the one at San Juan, much injured during the bombardment by Admiral Sampson, in June, 1898, was rebuilt. The incomplete light on the south side of Viequez was finished and lighted, and the light-house on Morro Island, for the building of which the Spaniards had accumulated considerable material, was so far completed that the light was displayed before the close of the military government.

28, I and III.—\$25,635.39, quarantine. (See 28, S. C. A., and 28, D. I. E.) This service was administered from Washington and was never under the control of the military governor, but most of the expenses were paid from the insular treasury. At first some small part of the expense was defrayed from a Congressional appropriation, called the "epidemic fund," but the principal outlay was from the revenue of the island. During the military government the quarantine station was moved from Cubras Island, situated in the entrance to the harbor, to Miraflores, which lies a mile to the eastward, in San Juan Bay.

29, I, II, and III.—\$57,818.37, health, vaccination, etc. (See 29, S. C. A., 29, S. C. T., and 29, D. I. E.) The largest single item of expense under this title was \$3,000, made early in 1899 for establishing a vaccine farm and in vaccinating the people of the island. The health establishment under the Spanish régime was wholly inefficient. When the American military rule ended there were an efficient board of health in the capital and local boards—not, however, generally useful in every municipality. During that period nearly 900,000 of the population were vaccinated. There was also in San Juan an inchoate organization for the prevention of cruelty to animals.

30, I, II, and III.—\$248,838.98, public instruction. (See 30, S. C. A., 30, S. C. T., and 30, D. I. E.) In the chapter of this report entitled as above will be found full information respecting past and existing conditions of this branch of public service.

31, II and III.—\$1,820.50, teachers' pensions. (See 31, S. C. T., and 31, D. I. E.) This subject is also discussed in the chapter, "Public instruction."

32, I, II, and III.—\$68,519.38, charities. (See 32, S. C. A., 32, S. C. T., and 32, D. I. E.) In the chapter, "Public charities," this subject is fully treated.

33, I, II, and III.—\$184,543.85, insular and municipal police. (See 33, S. C. A., 33, S. C. T., and 33, D. I. E.) The nucleus of the insular police dates from March, 1899, but it was not fully organized until May. It has been a most useful adjunct in the maintenance of law and order.

34, III.—\$75,159.64, census. (See 34, D. I. E.; also VIII, A. R.) This was conducted by an officer, detailed for the purpose by the Secretary of War: the funds to meet the expenses were furnished by the insular treasury.

35, II and III.—\$5,887.10, pensions. (See 35, S. C. T., and 35, D. I. E.) When the Americans assumed control, disbursements amounting to 348,700 pesos yearly were required by the local laws for persons who were pensioners for military, naval, or civil services. The obligation of the island to pay these arrears of pensions from current collections to the date of change of sovereignty was recognized, and those who claimed payment for eighteen days in October were, upon presentation of necessary proof, duly paid; but no payments were made thereafter save to two particularly deserving, superannuated employees, and to a few youths who had been granted subsidies for the purpose of enabling them to pursue certain studies abroad, but all were cut off by order of the military governor to date, June 30, 1899.

36, II.—\$1,046.20, clergy. (See 36, S. C. T.) Under Spain the budget allowance to the clergy was about 190,000 pesos. They were settled with up to and including October 18, 1898, but no payments to the bishop or priests, or for religious purposes, were made subsequently.

37, II and III.—\$479,365.83, guaranty deposits, bail and bonds, returned. (See 37, S. C. T., and 37, D. I. E.) The character of these funds is fully described in 3 and 5 (notes), S. C. T.

38, II and III.—\$856.94, overpayments, internal revenue. (See 38, S. C. T., and 38, D. I. E.)

39, I and III.—\$8,752.03, overpayments, customs duties. (See 39, S. C. A., and 39, D. I. E.)

40, III.—\$696, surveys, special deposits. (See 40, D. I. E.) Under the local laws an applicant for the privilege of working mines, before securing the necessary permit, had to make a deposit of an amount estimated as sufficient to pay the expense of an official survey of the land described.

41, I.—\$28,155.01, advances. (See 41, S. C. A.) This is the amount of advances made from insular funds by order of commanding generals in the first few weeks of military operations to army officers for army uses, to a municipality for local purposes, and to individuals. In a few cases, and for a few hundred dollars, proper vouchers justifying the payments have not been made.

42, I and III.—\$30,079.75, loans to municipalities. (See 42, S. C. A., and 42, D. I. E.) The item of \$3,186.55, advances, referred to in 41, S. C. A., might also properly be included here.

43, I, II, and III.—\$58,414.52, provincial diputacion. (See 43, S. C. A., 43, S. C. T., and 43, D. I. E.) This administrative body was abolished soon after the American occupation. It had been entitled to certain collections from the customs houses in form of a tax on imported alcoholic and vinous liquors. Considerable sums were collected and paid over to the liquidator, the actual collections being \$35,052.06, and from the insular funds a further advance, for the same purpose, of \$8,382.76 was made, making the total advances from customs funds \$43,434.82.

Of the \$4,067.67 referred to in 43, II, this statement, \$756.78 was from internal revenue (see 43, S. C. T.) and \$3,310.89 from trust funds. (See 43, S. C. T.) The advance of \$10,912.03 by the insular treasury for the same object (43, D. I. E.) was for the purpose of making a settlement with the road contractors on account of the old provincial diputacion; in this connection see II, special accounts, which is a statement of receipts and expenditures by the liquidator separate and distinct from the funds advanced by the insular treasury.

44, III.—\$4,884.61, payments on order of War Department. (See 44, D. I. E.) The payments referred to were for supplies, printing, etc., and for the services of translators, commissioners, etc. A considerable part of this amount would be properly chargeable under II, this statement.

EXHIBIT 2.

Report of the audited accounts of receipts and disbursements of the several custom-houses under the jurisdiction of the United States military government of Porto Rico from date of American occupation to June 30, 1899.

DEBIT.

Port	Date.	Import duties on merchandise.	Export duties on merchandise.	Tonnage duties.	Passenger tax.	Miscellaneous receipts.	10 per cent special tax.	Consumption tax.	Transfer of funds.	Amount found in vault.	Total.
San Juan	Oct. 18, 1898, to June 30, 1899	\$459,600.89	\$4,829.63	\$18,832.97	\$845.00	\$202.51	\$735.95	\$21,387.37	\$1,691.69	—	\$508,236.01
Ponce	July 28, 1898, to June 30, 1899	426,360.59	13,777.75	11,629.09	429.62	41.50	186.78	12,749.95	—	\$2,618.43	467,832.71
Mayaguez	Aug 13, 1898, to June 30, 1899	131,350.72	7,944.69	3,800.96	71.00	38.44	9.85	—	—	969.32	143,584.98
Arecibo	Oct. 14, 1898, to June 30, 1899	53,100.65	3,649.48	1,608.24	—	160.00	1.40	574.19	—	—	59,093.96
Aguadilla	Sept. 19, 1898, to June 30, 1899	33,250.17	2,007.40	851.52	—	—	.03	130.54	—	—	36,293.64
Arroyo	Aug 1, 1898, to June 30, 1899	18,882.60	—	275.44	20.15	—	—	140.33	—	—	19,303.37
Humacao	Sept. 22, 1898, to June 30, 1899	6,480.09	—	428.35	5.00	—	—	38.69	—	—	11,140.59
Fajardo	Oct. 1, 1898, to Feb. 1, 1899	1,200.63	—	7.30	25.00	1.39	.93	15.40	—	—	—
Naguabo	Sept. 22, 1898, to Feb. 15, 1899	—	—	91.10	—	—	—	—	—	—	—
Fajardo	Feb. 1, 1899, to June 30, 1899	2,308.98	—	323.00	—	—	—	—	—	—	2,922.48
Vieques	Oct. 1, 1898, to June 30, 1899	1,286.06	—	186.96	75.00	39.49	—	6.59	—	—	1,606.10
Guayreca	May 3, 1899, to June 30, 1899	—	—	—	—	—	—	—	—	—	—
Total		1,133,953.38	31,608.95	38,139.93	1,470.77	484.16	943.94	35,052.06	5,088.90	3,587.75	1,250,329.84

* From Governor-General Henry, to pay salaries.

^b From Humacao.

^c From Major Buchanan, collector and treasurer.

CREDIT.

Port.	Date.	Salaries.	Expenses.	Miscellaneous payments, army accounts and refunds.	Transfer of funds.	Deposits with bank and treasurer of Porto Rico.	Total.	Remarks.
San Juan.....	Oct. 18, 1898, to June 30, 1899.....	\$21,635.85	\$3,191.39	\$2,463.83	.....	\$480,934.94	\$508,226.01	The expense for services and incidents in conducting the business of the collection of customs was as follows:
Ponce.....	July 28, 1898, to June 30, 1899.....	13,230.11	5,143.14	6,534.59	*17,025.00	425,890.87	467,832.71	Salaries, expenses, and miscellaneous. \$34,730.93
Mayaguez.....	Aug. 13, 1898, to June 30, 1899.....	3,263.39	984.50	873.96	*7,000.00	125,583.73	143,584.98	Less the following:
Arecibo.....	Oct. 14, 1898, to June 30, 1899.....	3,911.75	450.37	946.14	.....	53,735.70	59,663.96	Repairs of buildings..... \$3,798.02
Aqueductilla.....	Sept. 19, 1898, to June 30, 1899.....	4,578.10	414.44	543.65	.....	30,735.45	36,269.04	Repairs of buoys..... 57.00
Arroyo.....	Aug. 1, 1898, to June 30, 1899.....	2,157.98	359.09	69.98	.....	16,716.32	19,343.37	Naphtha launch..... 1,620.07
Humacao.....	Sept. 22, 1898, to June 30, 1899.....	3,372.20	325.29	.....	b 285.50	5,297.34	11,140.59	Furniture, auditor's office..... 137.36
Fajardo.....	Oct. 1, 1898, to Feb. 15, 1899.....	843.50	19.38	.....	.....	1,711.26	2,922.48	Expenses, light-houses..... 742.07
Naguabo.....	Sept. 22, 1898, to June 30, 1899.....	900.84	87.54	.....	.....	478.87	1,606.10	Quarantine expenses..... 3,675.60
Fajardo.....	Feb. 1, 1899, to June 30, 1899.....	1,173.08	32.14	56.80	.....	93.90	350.00	Customs overpayments..... 2,180.18
Vieques.....	Oct. 1, 1898, to June 30, 1899.....	1,854.58	235.85	.....	.....	.....	.....	Advances to municipalities..... 3,186.55
Guarica.....	May 3, 1899, to June 30, 1899.....	173.06	88.04	.....	.....	.....	.....	Salaries, captains of ports..... 1,786.86
Total.....	.....	62,096.44	11,206.17	11,488.35	24,310.50	1,141,228.38	1,250,329.84	Net customs expenses..... 67,487.66

OFFICE OF AUDITOR FOR PORTO RICO,
San Juan, P. R., August 2, 1899.
 I hereby certify that the foregoing is a correct statement of the audited accounts of customs revenues and disbursements from date of American occupation to June 30, 1899, as shown by original accounts from the several customs ports on file in this office. J. R. GARRISON,
Auditor of Porto Rico.

* Transfer to Fajardo.

* Cash to the United States Army.

Total receipts..... \$1,250,329.84

Transfer of funds..... 5,088.90

Net receipts from customs..... 1,245,240.94

EXHIBIT 3.

STATEMENT.^a

Receipts and disbursements of the central treasury, October 18, 1898, to July 6, 1899.

RECEIPTS.

I. CASH.

(a) Balance on hand October 18, 1898		\$2,661.31
(b) Due from collector of internal revenue at Ponce October 18, 1898, and subsequently paid in		5,085.00
(c) Internal revenue proper:		
Territorial tax	\$166,093.46	
Industry and commerce tax	82,806.20	
Mining tax	228.84	
Stamp tax	5,227.93	
Personal certificate tax	1,015.10	
Royal dues	21,321.64	
Taxes in arrears	9,175.96	
		285,869.13
(d) Miscellaneous receipts: Sales and rents of insular property and other miscellaneous receipts		12,280.94
(e) Trust funds:		
Teachers' pension fund	\$546.28	
Other deposits	525,507.01	
		526,053.29
Total cash receipts		881,949.67

II. PAPERS REPRESENTING VALUES.

(a) Fidelity bonds and securities	\$150,840.10	
(b) Promissory notes in favor of the state	13,785.49	
(c) Unclaimed treasury warrants	3,300.00	
		167,925.59

III. TRANSACTIONS NOT AFFECTING INCOME.

Double entries	200,138.39
Grand total of receipts charged	1,200,013.65

DISBURSEMENTS.

IV. CASH.

(a) Internal-revenue receipts:		
11. General expenses, exchange, and miscellaneous	\$4,512.98	
12. Secretary of state	14,513.60	
13. Secretary of justice	8,657.03	
14. Secretary of finance	27,383.72	
16. Secretary of interior	12,481.84	
19. Collectors internal revenue	23,029.73	
20. Postal service	946.40	
22. Courts in San Juan	28,949.14	
23. Courts out of San Juan	47,622.88	
24. Prisons and jails	17,589.48	
25. Public works	29,480.17	
26. Harbors	51.42	
27. Light-houses	2,895.43	
29. Health and vaccination	2,012.26	
30. Public instruction	33,625.88	
32. Charities	12,425.40	
33. Police	3,662.23	
35. Pensions	4,246.10	
36. Clergy	1,046.20	
38. Taxes refunded	682.54	
43. Provincial deputation	756.78	
Balance transferred to treasurer July 6, 1899 ..	23,764.39	
Balances in hands of collectors internal revenue on July 6, 1899, that were later deposited	5,560.78	
		\$305,896.38

^aSee notes to statement p. 295.

(b) Trust funds:

31. Teachers' pension fund.....	\$463.14	
37. Deposits returned to depositors; trust satisfied.....	474,774.38	
43. Liquidation debts of provincial deputa- tion—		
Received directly.....	3,310.89	
Received from customs.....	43,434.82	
Transferred to treasurer July 6, 1899..	4,070.06	
		\$526,053.29
Total cash disbursements.....		831,949.67

V. PAPERS REPRESENTING VALUES.

(a) Fidelity bonds and securities fully satisfied:

Returned prior to July 6, 1899.....	\$47,973.60	
On hand July 6, 1899, and subsequently re- turned to depositors or delivered to the treas- urer.....	102,866.50	
		150,840.10

(b) Promissory notes:

Returned prior to July 6, 1899.....	1,179.01	
On hand July 6, 1899, and subsequently re- turned to depositors or delivered to the treas- urer.....	12,606.48	
		13,785.49

(c) Unclaimed treasury warrants:

On hand July 6, 1899, and subsequently delivered to the treasurer.....		3,300.00
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VI. TRANSACTIONS NOT AFFECTING INCOME.

Double entries.....	200,138.39
Total.....	1,200,013.65

NOTES TO STATEMENT.

Receipts and disbursements.

NOTE 1.—During the Spanish administration insular revenues were paid into a central treasury at the capital under the charge of the secretary of finance or hacienda. This officer's duties included the examination, audit, and settlement of the accounts of the collectors and disbursing officers and the preparation of monthly statements showing the condition of the treasury. Immediately upon the occupation of the ports of entry by the American forces army officers were placed in charge of the custom-houses, and the receipts were, until June 30, 1899, kept entirely separate from the other insular revenues, the customs collectors meanwhile rendering their accounts to the military governor under the system of money accountability pursued in the military service. The central treasury continued during the remainder of the fiscal year 1898-99 to be administered under the old system. But on July 1 there went into effect in Porto Rico the system of accounting for receipts and disbursements prescribed in the Executive order of the President, dated May 3, 1899, as supplemented by the "Rules and instructions" of the Secretary of War, dated May 11, 1899. As regarded customs revenues, this change took effect on July 1. As regarded the affairs of the central treasury, the transfer was not completed until July 6, after which insular revenues were paid in full to the treasurer of Porto Rico, provided for by the Executive order above referred to, accounts for receipts and disbursements being rendered to and audited by the auditor of Porto Rico.

This statement was prepared from the monthly accounts of the secretary of finance from October 18, 1898, to July 6, 1899, which were based upon collectors' accounts audited by the secretary of finance. They were further examined by Colonel Heyl, while engaged in the work referred to below, and by the military governor in the preparation of this report. The original statements have been carefully analyzed with a view to presenting them in a form more intelligible to persons unfamiliar with the Spanish system of accounts.

The total cash receipts charged in the statements as pertaining to the period from October 18, 1898, to July 6, 1899, including the balances on hand and due at the former date, amounted to \$1,200,013.65; but a careful examination into the different items making up that sum shows that the actual cash receipts for the period were but \$531,949.67. Of the remaining \$668,063.98 charged as cash under the Spanish system, \$167,325.58 was composed of papers representing values, and \$500,738.39 consisted really of double entries of receipts already charged elsewhere in the report. Though the transactions represented by these last entries in no way affected the income of the island, of course they increased the total amounts charged.

A report of the receipts and disbursements of the central treasury for the period from October 18, 1898, to June 30, 1899, was submitted in October, 1899, by Lieutenant-Colonel Heyl, Inspector-General United States Volunteers. Later, in December, 1899, a second report was submitted, embodying greater details and corrections in the total receipts and disbursements. These reports are to be found on pages 257-262 and 332-342, respectively, of General Davis's "Report of

civil affairs of Porto Rico." The total charge of cash on the accounts of the central treasury, as shown by Colonel Heyl's later report (p. 342), is \$1,089,021.65, while the present report shows a total of \$1,200,013.65. Colonel Heyl's figures and those here presented are, however, really in accord, the difference in their totals of \$110,992 being explained as follows:

(a) Colonel Heyl takes no account (as will appear from an examination of his report) of a cash balance on October 18, 1898, remaining over from the Spanish administration of the central treasury, and amounting to \$2,061.31

Of this amount only a single gold coin was actually in the treasury itself when the Spaniards retired, the remainder being in the hands of internal-revenue collectors, by whom it was deposited.

(b) Colonel Heyl's report also does not take into account a balance of papers representing values, remaining over from the Spanish administration, and amounting to 94,820.41

(c) Colonel Heyl does not include the receipts from July 1 to 6, 1899, amounting to 13,510.26

While June 30, 1899, was the date previously fixed for the discontinuance of the central treasury and the transfer of its balance to the treasurer of Porto Rico, it was found impracticable to complete the transfer until July 6.

Total considered in the present account and not considered by Colonel Heyl's report 110,991.98

Total difference to be explained 110,992.00

Total difference explained above 110,991.98

Balance unexplained02

Which is due to adding and dropping fractional parts of a cent in reducing amounts from Porto Rican to American currency.

The original monthly accounts of the secretary of finance and his successor, the civil secretary, are on file in the office of the auditor of Porto Rico. In the preparation of this statement access was had to the original books and records of the central treasury, and the assistance was had of the accountants and bookkeepers who made the original and who were retained in the office of the treasurer of Porto Rico under the civil government.

NOTE 2.—Miscellaneous receipts, \$12,280.94.

From the monthly statements, central treasury, it would appear that miscellaneous receipts were greater and deposits of trust funds less by \$966.60 than the figures here shown. The amounts here stated correspond to balances of internal-revenue and trust funds, respectively, noted by the auditor for Porto Rico on July 6, 1899, and are no doubt the result of a careful analysis of the items comprising the cash balance transferred by the central treasury. The question is merely one of distribution of receipts, and does not affect the total amount received and accounted for.

NOTE 3.—Trust funds, \$526,053.39.

The receipts so styled increased the amounts charged as cash receipts, and were held in trust, to be employed only for specific purposes for which they were deposited.

The teacher's pension fund was derived from a discount collected from the salaries of all teachers in the island, and was applied, under fixed rules, to the support of disabled and superannuated teachers.

Of the "Other deposits" noted, \$46,745.71 pertained to the late diputacion provincial, and was later applied to the liquidation of the latter's debts. Of this amount, \$3,310.89 was paid directly into the central treasury from Aguadilla. The remaining \$43,434.82 was advanced from customs receipts and applied through the central treasury as a trustee to the benefit of the diputacion. It is included in the \$1,239,433.36 of customs revenues shown in I, I, financial statement.

NOTE 4.—Total cash receipts, \$831,949.67.

This amount, less the cash balance transferred to the treasurer (IV (a) and (b), this statement) and \$43,434.82, which is included in customs receipts, as stated in note 3, and therefore expended from customs revenue (item 43, financial statement), gives the amount shown therein as the total of expenditures on account of cash receipts from central treasury. The footing \$788,514.85, receipts from central treasury, as shown in financial statement (10, II), is obtained by subtracting \$43,434.82 from this amount. It includes the balance subsequently transferred to the treasurer.

NOTE 5.—Papers representing values, \$167,925.59.

The three items under this heading represent, respectively:

(a) Bonds and guaranties of fidelity given by officers and various employees as guaranties of good faith in the performance of their duties. These guaranties were either debentures, securities, or mortgages, and were, under the Spanish system, entered among the current receipts as cash income of the island.

(b) Promissory notes given and accepted, pursuant to statute, as evidence of an obligation.

(c) Warrants reissued annually for payment of indemnities due since 1873 to former slave owners, the amounts not having been claimed.

NOTE 6.—Double entries, \$200,138.39.

The Spanish system of accounts, as stated in Note 1, remained in force until July 6, 1899, the amounts of collections reported in the monthly statements being rendered by the various internal-revenue collectors to the central treasury, and were taken up by the treasurer as cash before any remittance was actually received by him. These statements showed the total collections during the month in each district. The collectors, however, were disbursing officers for the courts, and made payments from these funds and then remitted their balances to the treasury. These were charged as cash by the treasurer, under the heading "Transfers of funds." While they did not increase the actual collections, the full amount of which had already been reported and charged, they did increase the cash aggregate, making the income appear greater than it really was. To correct this, the amounts charged twice are entered on this account, once in the collections to which they belong, and once under the above heading. There are also included in the \$200,138.39 various other double charges which, while varying in details, have the same general effect as in the example cited above, namely, to increase the receipts charged on the books of the central treasury without increasing the resources of the latter.

NOTE 7.—Internal-revenue receipts, \$306,896.38.

The amounts are stated in detail in items 11, 12, 13, 14, 16, 19, 20, 22, 23, 24, 25, 26, 27, 29, 30, 32, 33, 35, 36, 38, 43, and "numbers," financial statement. Item 43: \$756.78 is a part of \$4,067.67 shown in item 43, financial statement; the remaining \$3,310.89 forms part of the disbursements from trust funds. The loss on exchange was due to the fact that American money, received at the rate of \$1 American for \$2 provincial, in accordance with the first ratio fixed, was subsequently paid out at the rate of \$1 for \$1.66, that being the ratio established later by executive order of the President.

NOTE 8.—Trust funds, \$526,053.29.

This includes items 31, 37, a part of 43, and "transfers." The amount of \$43,434.82 was collected at the custom-houses, was so charged, and was dropped from those revenues when the sum was transferred to the deputation. The amount of trust funds charged in the receipts, financial statement (\$482,618.47), is obtained by deducting the amount of customs collections and expenditures above noted from the total receipts of trust funds.

NOTE 9.—Transferred to the treasurer of Porto Rico. \$33,395.23

Made up as follows:

On account of internal revenue, 12, I, A. R.	23,764.39
On account of trust funds, 7, I, A. R. and 1, VI, A. R.	4,076.06
In hands of internal-revenue collectors July 6, 1899, distributed as follows (see 3 and 20, B. A. R., also 2, III (notes), financial statement):	
Mayaguez	\$3,528.26
Arecibo	413.84
Aguadilla	544.59
Hu. nacao	88.71
Guayama	985.38
	5,560.78
Total	33,395.23

NOTE 10.—Total cash disbursements, \$831,949.67.

This amount, less \$76,830.05, gives \$755,119.62, total expenditures on account of the central treasury as shown in financial statement. The difference is composed of \$33,395.23 (see 9 (notes), this statement) and \$43,434.82 referred to in 3 (notes) this statement. (See also 6, II (notes), financial statement).

EXHIBIT 4.

REVISED REPORT OF THE AUDITOR OF PORTO RICO ON THE RECEIPTS AND EXPENDITURES OF THE LATE MILITARY GOVERNMENT OF PORTO RICO FROM JULY 1, 1899, TO APRIL 30, 1900.

[Embracing all receipts and disbursements subsequent to April 30, 1900, which pertain to the period of the late military government.]

OFFICE OF THE AUDITOR OF PORTO RICO,

San Juan, P. R., October 18, 1900.

Brig. Gen. GEORGE W. DAVIS,

Commanding Department of Porto Rico.

(Through the governor of Porto Rico.)

SIR: I have the honor to transmit herewith two copies of the auditor's revised report on the receipts and expenditures of the late military government of Porto Rico, covering the period from July 1, 1899, to April 30, 1900, and embracing some receipts and expenditures subsequent to July 5, 1900, which were not embraced in the report of that date. The tabulated statements which accompany the report have been prepared on the lines requested by you, and as the report is more complete than that of July 5 it is respectfully requested that it be substituted therefor.

Very respectfully,

J. R. GARRISON,
Auditor of Porto Rico.

OFFICE OF THE AUDITOR OF PORTO RICO,

San Juan, P. R., September 20, 1900.

Brig. Gen. GEORGE W. DAVIS,

Commanding Department of Porto Rico.

(Through the governor of Porto Rico.)

SIR: In compliance with your request for an analysis of the item of repayments, amounting to \$126,310.12, as stated among the receipts pertaining to the late military government of Porto Rico, on page 20 of the auditor's report of July 5, 1900, I have the honor to state that the same has been prepared, by comparison with the accounts of the several disbursing officers, and a table is submitted herewith (Exhibit D) giving the total advances, total disbursements and repayments, and showing how the accounts thus aggregated for the period from July 1, 1899, to April 30, 1900, are balanced.

The sum of \$126,310.12, given as the amount of repayments, in the report of July

5, represents the deposits made by various officers as "repayments," and so classified and noted upon the ledgers of the treasurer and auditor at the time said deposits were made.

By comparing the repayments with the individual accounts it is ascertained that in addition to the sum of \$126,310.12 properly credited as repayments, there is a further sum of \$1,644.73 (Exhibit C), which was deposited by the internal-revenue collectors to the credit of internal-revenue receipts, without designating that such deposits were repayments to that fund, but which are shown to have been repayments by the examination of the individual accounts, which were not received or audited when these deposits were made, nor at the time of making up the several monthly reports from which the report of July 5 was mainly compiled. A further sum of \$46.41 was deposited by the late secretary and disbursing officer of the superior board of health to the credit of miscellaneous receipts without designating that the sum was a repayment of moneys advanced from miscellaneous receipts to pay for expenses connected with examinations and licenses, and was therefore entered as an ordinary deposit to that fund, instead of a repayment.

In order, therefore, that the repayments may be accurately stated, the foregoing sum of \$126,310.12 must be increased by the amounts above named, making the total repayments \$128,001.26, and the revenues classified under the head of internal-revenue receipts must be diminished in the sum of \$1,644.73, and there must be deducted from the revenues reported under the head of miscellaneous receipts the sum of \$46.41.

During the month of August, 1900, Luis R. Velasquez, late collector of internal revenues at San Juan, deposited the sum of \$102.67, being for certain overcharges for tax abatements in his accounts to June 30, 1899 (prior to the date on which the auditing of internal revenue accounts was begun in the auditor's office). This amount pertaining to the period prior to May 1, 1900, is treated as a collection pertaining to the period of the late military government, and entered upon the ledgers of said late government in the offices of the treasurer and auditor. The amount has been duly transferred to the ledgers of the civil government of Porto Rico by transfer warrant No. 14, dated September 5, 1900. The revenues under the head of internal-revenue receipts will therefore be increased by this amount, namely, \$102.67.

Since the report of July 5, 1900, was prepared, there have been allowed in sundry supplemental settlements of the accounts of collectors of internal revenues, acting as disbursing officers, all items which were in suspense at the date of said report, which changes the amount of these disbursements to that extent from the figures given in the report of July 5. The correct results to date are given in the tabulated statement of disbursements (Exhibit D) and the summary of the audits of the disbursing accounts of collectors (Exhibit E).

On supplemental settlement of the accounts of the late disbursing officer of the insular board of education, made since the report of July 5, there was credited, for suspended vouchers allowed upon explanations, the sum of \$184.50, and a balance of \$768.70, found due on the account of Dr. H. B. Wiborg, as late disbursing officer of the board, was transferred and paid from the appropriation to the credit of the civil government, and the amount so paid was deposited to his credit, as disbursing officer, with the banking house of De Ford & Co. and the American Colonial Bank, to protect said banks for drafts drawn by him as disbursing officer, in payment of vouchers for which he has received credit.

In view of these changes, which have transpired in the accounts, since the report of July 5, 1900, was submitted, it is deemed proper to restate, in condensed form, the receipts, advances on warrants, disbursements, and settlements up to the present time, which relate to the period of the late military government of Porto Rico.

Period July 1, 1899, to April 30, 1900.

I. RECEIPTS.

[The order of the items as followed in the report of July 5 are here observed.]

DEPOSITS WITH THE TREASURER PERTAINING TO THE PERIOD PRIOR TO MAY 1, 1900.

1. Customs revenues (see Exhibit A)	\$959,311.28
2. Postal receipts (not including deposits of moneys received by the director-general of posts from the Post-Office Department in Washington, to meet deficiencies, the same being stated separately herein in item 6)	63,072.13

3. Internal-revenue receipts, as stated in report of July 5	\$195,921.85	
Deposit by Luis R. Velasquez, in August, 1900 (treasurer's receipt No. 2511, August 23, 1900) ..	102.67	
	<hr/>	196,024.52
Less amount deposited as internal-revenue receipts, which was properly repayments to that fund by collectors, of unexpended balances advanced on disbursing accounts (see Exhibits B and C), in- cluded herein in repayments, item 9 (c)	1,644.73	
	<hr/>	194,379.79
4. Miscellaneous receipts of internal revenue (\$2,710.84 deposited by collectors to miscellaneous receipts is included herein in item 7, being trust funds; see Exhibit C)	3,850.94	
	<hr/>	
Total collections deposited by collectors internal revenue, exclusive of trust funds (as stated)		\$198,230.73
5. Miscellaneous receipts from sundry sources, as stated in report of July 5	26,577.70	
Less deposit by secretary and treasurer of the supe- rior board of health, which was properly a repay- ment (treasurer's receipt No. 2207, April 16, 1900) ..	46.41	
	<hr/>	26,531.29
	<hr/>	
Total revenues deposited, pertaining to the period prior to May 1, 1900		1,247,145.43
6. DEFICIENCIES IN POSTAL REVENUE.		
Deposits by director-general of posts of funds remitted from Post-Office Department in Washington to meet deficiencies in postal revenues, from October 1, 1899, to April 30, 1900	\$12,270.21	
Deposit of fees derived from the printing office con- ducted by the director-general of posts	46.50	
	<hr/>	12,316.71
7. TRUST FUNDS.		
Deposits of sundry trust funds from July 1, 1899, to April 30, 1900...		18,193.10
8. DEPOSIT BY CITY OF FAJARDO.		
To complete the contingent appropriation of \$40,000, provided in the budget for 1899-1900 for the Industrial and Normal School at Fajardo		20,000.00
9. REPAYMENTS.		
(a) To customs receipts	\$122,227.87	
(b) To postal receipts	527.25	
(c) To internal-revenue receipts (as stated in report of July 5)	\$3,547.49	
Add deposits by collectors of internal revenues, not designated by them as repayments, but which were properly such	1,644.73	
	<hr/>	5,192.22
(d) Miscellaneous receipts (as stated in re- port of July 5)	7.51	
Add deposit by late secretary and treas- urer of the superior board of health, not designated as a repayment, but which was properly such	46.41	
	<hr/>	53.92
	<hr/>	
Total repayments (as hereinbefore stated)		128,001.26
10. Total receipts and income from all sources		1,425,656.50
	<hr/>	
Total receipts and income from all sources, pertaining to the period from July 1, 1899, to April 30, 1900		1,425,656.50

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11. Balance in hands of treasurer, June 30, 1899.....	\$450, 452. 83
12. Balance in hands of the secretary of finance June 13, 1900, from the late central treasury and deposited with treasurer of Porto Rico July 6, 1899.....	23, 764. 39
13. Total receipts of all kinds, including balances, pertaining to the late military government of Porto Rico.....	1, 899, 873. 72
14. The foregoing sum of \$1,899,873.72, representing the total receipts and income from all sources, including repayments, is thus accounted for:	
(a) Total payments from the treasury on accountable and settlement warrants—	
Accountable warrants (Exhibit D)	\$1, 487, 756. 10
Settlement warrants (Exhibit F)	61, 212. 00
Total payments on warrants	1, 548, 968. 10
(b) Balances transferred to the credit of the treasurer, on the ledgers of the civil government—	
Balance to April 30, 1900	\$285, 339. 25
Balance to May 31, 1900	62, 136. 67
Balance to June 30, 1900.....	3, 327. 03
.....	350, 802. 95
(c) Balance deposited by Luis R. Valasquez, late collector of internal revenues at San Juan, in August, 1900, to the credit of internal-revenue receipts, transferred to the credit of the treasurer, on the ledgers of the civil government, by transfer warrant No. 14, dated September 5, 1900.....	102. 67
	1, 899, 873. 72

II. REPAYMENTS.

The total repayments of \$128,001.26, as before stated, are made up as follows.

1. Repayments by disbursing officers of unexpended balances, advanced subsequent to July 1, 1899, as shown in the tabulated statement (Exhibit D)	\$68, 779. 59
2. Refunds of amounts overcharged on claims made on settlements:	
By De Ford & Co., overestimates for cost of exchange	\$1. 20
Supply division, War Department, overcharge on account for supplies	157. 50
A. Hartman & Co., Arroyo, overcharge on claim for customs refund.....	106. 62
W. W. Barre, late assistant auditor, overpayment on salary.....	69. 44
	334. 76
3. Refunds of amounts due to laborers, on receipted pay rolls, where the laborers, after receipting, had changed location, and could not be found:	
By Maj. F. L. Hills, late director public works	798. 36
By Lieut. C. B. Kerney, late disbursing officer public works	564. 14
By Lieut. J. J. Hornebrook, disbursing officer board prison control, per diems not paid and rations not drawn.....	170. 71
	1, 533. 21
4. Refund of insular revenues (customs receipts) advanced to meet deficiencies in postal revenues for July, August, and September, 1899; paid by Post-Office Department, Washington	17, 234. 64
5. Refund by alcalde of Hatillo, expenses paid for relief of hurricane sufferers, being amount advanced to him by Capt. A. C. Macomb, for which he received credit in his account.....	100. 00

6. Repayments by various officers of unexpended balances of funds advanced for disbursement, by order of the military governor, prior to July 1, 1899, said advances not having been paid by the treasurer of Porto Rico:

July, 1899—

Maj. J. Van R. Hoff, surgeon	\$577. 14	
Surg. A. H. Glennan, Marine-Hospital Service .....	. 28	
Maj. Azel Ames, director vaccination	164. 58	
Capt. L. P. Davison, sanitary inspector	1, 808. 48	
Asst. Surg. W. E. Richards, director vaccination at Mayaguez	157. 14	
Maj. P. R. Egan, director vaccination, Cayey	510. 50	
Frank Techter, chief insular police, Capt. F. P. Reynolds, director vaccination, San Juan	257. 23	
Ensign W. R. Gherardi, light-house inspector	146. 29	
Maj. Geo. G. Groff, director vaccination, San Juan	2, 093. 03	
Lieut. Samuel G. Jones, director harbor works	233. 25	
Secretary of finance, balance of funds advanced to board of education ...	11, 484. 15	
Unexpended balance funds for lighting	\$576. 88	
	10. 80	
	<u>587. 68</u>	
		\$18, 019. 75

August, 1899—

Capt. S. H. Bishop, Fifth Cavalry, San Juan	51. 28	
Frank Techter, chief insular police, San Juan	67. 68	
Capt. F. P. Reynolds, director vaccination, San Juan	20. 00	
Maj. F. L. Hills, director public works, San Juan	882. 76	
Maj. Gen. Guy V. Henry, late governor-general Porto Rico	11, 354. 57	
	<u>12, 376. 59</u>	

October, 1899—

Maj. J. H. Carson, quartermaster U. S. Vols., San Juan	227. 58	
Maj. Gen. Guy V. Henry, late governor-general Porto Rico	50. 00	
	<u>277. 58</u>	

March, 1900—

Maj. Peter C. Deming	4. 84	
	<u>\$30, 678. 76</u>	

7. August, 1899—

Remittance to pay bill of Government Printing Office for preparing and printing record books and blanks, returned by War Department to the military governor, since the bill was incorrect, \$2,637, and exchange thereon refunded, \$13.19	2, 650. 19
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8. January, 1900—

Deposit by Luis R. Velasquez, late collector at Ponce	\$48. 00
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March, 1900—

Deposit by Luis R. Velasquez, late collector at Ponce	9. 54
	<u>57. 54</u>

9. March, 1900—

Deposit by Dr. V. S. Clark, late president insular board of education, repayment of advance for printing prior to July 1, 1899.

\$500.00

10. Deposit by Dr. H. B. Wiborg, late disbursing officer insular board of education, as repayment for text-books sold, for which he had received credit

191.57

(This should have been deposited as a revenue to miscellaneous receipts, and the amount was so transferred by warrant.)

11. Deposits with the treasurer, in payment of water bills of the municipality of San Juan, for water furnished for the use of the United States Army and Navy, as repayments on the water-loan account of the municipality of San Juan:

Dec., 1899. By Maj. Thos. Cruse, depot quartermaster, San Juan.....	\$2,268.74
Jan., 1900. By Maj. Thos. Cruse, depot quartermaster, San Juan.....	296.43
Jan., 1900. By United States Navy paymaster, San Juan.....	33.07
Feb., 1900. By Maj. Thos. Cruse, depot quartermaster, San Juan.....	9.10
Mar., 1900. By Maj. Thos. Cruse, depot quartermaster, Jan Juan.....	497.23
Mar., 1900. By Lieut. T. J. Arms, paymaster, U. S. Navy, San Juan.....	9.65
Mar., 1900. By D. V. Chadwick, paymaster, U. S. Navy, San Juan.....	3.65
Apr., 1900. By Maj. Thos. Cruse, depot quartermaster, San Juan.....	1,239.56
Apr., 1900. By Lieut. T. J. Arms, paymaster, U. S. Navy, San Juan.....	21.55
May, 1900. By Maj. Thos. Cruse, depot quartermaster, San Juan.....	1,537.06
May, 1900. By Lieut. T. J. Arms, paymaster, U. S. Navy, San Juan.....	24.96

5,941.00

Total repayments, as before stated..... 128,001.26

III. GENERAL RECAPITULATION.

The total receipts and income from all sources (including repayments) deposited with the treasurer, as hereinbefore stated, and pertaining to the period of the late military government, amount to..... \$1,899,873.72
And are thus accounted for on the basis of audited disbursements allowed:

1. Audited disbursements allowed from advances, set forth in tabulated statement (Exhibit D).....	\$1,419,731.79
Deduct balance due late disbursing officer, board of education, on account prior to May 1, 1900, which was transferred and paid in (July, 1900) from revenues pertaining to the civil government, and is therefore not properly a credit against the revenues pertaining to the late military government..	768.70
	1,418,963.09
2. Amount of claims allowed and paid on settlement warrants (Exhibit F).....	61,212.00
	1,480,175.09
3. Repayment of unexpended balances by disbursing officers, as shown in tabulated statement (Exhibit D)	68,779.59
4. Balance due by Lieut. C. B. Kerney, late disbursing officer, board of public works.....	13.42

5. Balances transferred to the credit of the civil government of Porto Rico, as before stated:

Balance, April 30, 1900.....	\$285, 339. 25
Balance, May 31, 1900.....	62, 136. 67
Balance, June 30, 1900.....	3, 327. 03
Balance, August 31, 1900.....	102. 67
	<u>\$350, 905. 62</u>

6. Total gross receipts accounted for..... \$1, 899, 873. 72

The repayments of unexpended balances by disbursing officers represent moneys drawn from the treasury and paid back, without being expended, and as shown in tabulated statement (Exhibit D), amount to \$68,779.59.

The total gross receipts amount to.....	\$1, 899, 873. 72
Deduct repayments of unexpended balances of disbursing funds.....	68, 779. 59

7. Net receipts to be accounted for..... 1, 831, 094. 13

Accounted for as follows:

8. Amount disbursed by disbursing officers from revenues advanced (Exhibit D)..... \$1, 419, 731. 79

- 8½. Less balance due to Dr. H. B. Wiborg, late disbursing officer, board of education, on account prior to May 1, 1900, which was transferred and paid (in July, 1900) from revenues pertaining to the civil government, and is not therefore properly a credit as against the revenues of the late military government..... 768. 70

1, 418, 963. 09

9. Amount of claims allowed and paid on settlement warrants (Exhibit F)..... 61, 212. 00

Total disbursed by disbursing officers and in payment of claims..... 1, 480, 175. 09

10. Balance due by Lieut. C. B. Kerney, late disbursing officer, board of public works..... 13. 12

11. Balances transferred to the credit of the civil government of Porto Rico, as before stated:

Balance, April 30, 1900.....	\$285, 339. 25
Balance, May 31, 1900.....	62, 136. 67
Balance, June 30, 1900.....	3, 327. 03
Balance, August 31, 1900.....	102. 67

350, 905. 62

- Total not receipts accounted for..... 1, 831, 094. 13

EXHIBIT A.—Audited accounts, customs revenue.

Ports.	For period.	Import duties.	Tonnage dues.	Duty on merchandise sold.	Surplus merchandise sold.	Alien tax passengers.	Night service.
San Juan ...	July 1, 1899, to Apr. 30, 1900.	\$457, 466. 43	\$26, 603. 21	\$1, 722. 68	\$526. 75	\$1, 485. 00	\$410. 00
Ponce	do	236, 718. 79	8, 003. 25	159. 40	286. 14	515. 00	350. 00
Mayaguez	do	94, 697. 59	1, 965. 49	51. 00	62. 30	73. 00	63. 00
Aguadilla	do	13, 518. 54	399. 85			2. 00	
Arecibo	do	29, 282. 32	597. 85			4. 00	
Arroyo	do	17, 730. 91	123. 20				
Humacao	do	13, 252. 91	439. 60			5. 00	
Fajardo	July 1, 1899, to Sept. 15, 1899.	1, 272. 01	72. 20			3. 00	
Vieques	do	1. 44	9. 82			7. 00	
		<u>863, 940. 94</u>	<u>38, 214. 47</u>	<u>1, 933. 08</u>	<u>875. 19</u>	<u>2, 094. 00</u>	<u>823. 00</u>

EXHIBIT A.—Audited accounts, customs revenue—Continued.

Ports.	For period.	Storage.	Consular fees.	Miscellaneous receipts.	Net auditor's differences collected.	Total receipts from customs.	Balances on hand June 30, 1899.	Total.
San Juan ...	July 1, 1899, to Apr. 30, 1900.	\$103.59	\$247.00	\$430.67	\$1,606.81	\$490,602.14	.....	\$490,602.14
Ponce	do	165.95	536.00	* 26.62	2,385.59	249,146.74	\$2,450.00	251,596.74
Mayaguez	do	57.50	* 40.00	1,170.00	98,179.88	15,162.41	113,842.29	113,842.29
Aguadilla	do	74.00	117.10	14,111.49	5,717.94	19,829.43	19,829.43	19,829.43
Arecibo	do	7.50	* 60.00	30,004.19	* 68.80	30,072.99	30,072.99	30,072.99
Arroyo	do	52.50	42.45	17,949.06	5,510.83	23,459.89	23,459.89	23,459.89
Humacao	do	7.25	57.50	{ \$17.80 \$10.00 }	31.24	13,821.30	* 614.95	14,436.25
Fajardo	July 1, 1899, to Sept. 15, 1899.	.....	.....	.....	3.22	1,350.43	926.71	2,277.14
Vieques	do .....	.....	17.50	.....	.....	35.76	.....	35.76
		276.79	1,049.50	585.09	5,408.93	915,200.99	30,451.64	945,652.63

Ports.	For period.	Deposits with treasurer.	Transfer and allowance for loss.	Total.
San Juan ...	July 1, 1899, to Apr. 30, 1900.	\$490,602.14	.....	\$490,602.14
Ponce	do	251,596.74	.....	251,596.74
Mayaguez	do	113,842.29	.....	113,842.29
Aguadilla	do	19,829.43	.....	19,829.43
Arecibo	do	30,072.99	.....	30,072.99
Arroyo	do	23,459.89	.....	23,459.89
Humacao	do	14,436.25	f \$64.00	14,436.25
Fajardo	July 1, 1899, to Sept. 15, 1899.	2,274.14	g 3.00	2,277.14
Vieques	do	35.76	.....	35.76
		945,585.63	67.00	945,652.63

* Fines.

b Salary refund.

c Of the balance of \$71.93 June 30, 1899, allowance was made by the auditor of \$3.13.

d Sale.

e Of the balance of \$623.71 June 30, 1899, allowance was made by the auditor of \$8.76.

f Lost in hurricane.

g Transferred to disbursing account.

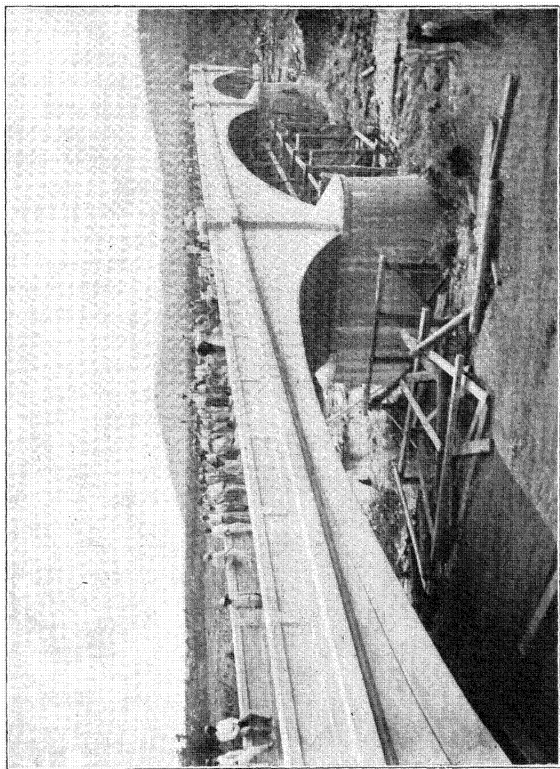
By total deposits as shown by treasurer's receipts to the credit of customs revenue for period from July 1, 1899, to April 30, 1900	\$959,311.28
Amount shown by the foregoing report, including net customs receipts for period from July 1, 1899, to April 30, 1900, and balances on hand July 1, 1899	945,585.63
Difference	13,725.65

Accounted for as follows:

To deposit of customs revenue collections, period prior to July 1, 1899—	
At Arecibo	7,790.47
At Vieques	20.68
To deposit of unexpended balance of money advanced for disbursement for salaries and expenses at Guanica September 15, 1899	93.90
To deposit of auditor's differences collected for period prior to July 1, 1899	5,757.58
To deposit of miscellaneous internal-revenue receipts with customs receipts, subsequently transferred by the auditor to the proper fund	63.02
Total	13,725.65

Itemized statement of deposits with treasurer from July 1, 1899, to April 30, 1900, of customs revenue.

San Juan:	
Customs receipts from July 1, 1899, to April 30, 1900	\$490,602.14
Auditor's differences, account of S. Brau, collector, period prior to July 1, 1899	1,092.31
Auditor's differences, account of Maj. J. A. Buchanan, collector, period prior to July 1, 1899	1,471.07
Miscellaneous internal-revenue receipts, deposited with customs receipts, subsequently transferred to proper fund	48.02
	\$493,213.54
Ponce:	
Customs receipts from July 1, 1899, to April 30, 1900	249,146.74
Balance from June 30, 1899	2,450.00
Auditor's differences, account of Lieut. Col. F. A. Hill, collector, July 28, 1898, to March 14, 1899	1,559.29



CONCRETE AND STEEL BRIDGE AT JUANA DIAZ.



Ponce—Continued.		
Auditor's differences, account of Capt. E. D. Smith, collector, March 14, 1899, to April 30, 1899.....	\$369.55	
Auditor's differences, account of Maj. A. L. Myers, collector, May 1, 1899, to June 30, 1899.....	376.90	
Miscellaneous internal-revenue receipts, deposited with customs receipts, subsequently transferred to proper fund.....	6.00	\$253,908.48
Mayaguez:		
Customs receipts from July 1, 1899, to April 30, 1900.....	98,179.88	
Balance from June 30, 1899.....	15,162.41	
Auditor's differences, account of Capt. J. A. Buchanan, collector, prior to December 31, 1898.....	242.47	
Auditor's differences, account of Capt. P. M. B. Travis, collector, prior to June 30, 1899.....	645.99	114,230.75
Aguadilla:		
Customs receipts from July 1, 1899, to April 30, 1900.....	14,111.49	
Balance from June 30, 1899.....	5,717.94	19,829.43
Arecibo:		
Customs receipts from July 1, 1899, to April 30, 1900.....	30,004.19	
Balance from June 30, 1899.....	68.80	
Collections for period prior to July 1, 1899.....	7,790.47	
Miscellaneous internal-revenue receipts, deposited with customs receipts, subsequently transferred to proper fund.....	9.00	37,872.46
Arroyo:		
Customs receipts from July 1, 1899, to April 30, 1900.....	17,949.06	
Balance from June 30, 1899.....	5,510.83	23,459.89
Humacao:		
Customs receipts from July 1, 1899, to April 30, 1900.....	13,757.30	
Balance from June 30, 1899.....	614.95	14,372.25
Fajardo:		
Customs receipts from July 1, 1899, to September 15, 1899.....	1,347.43	
Balance from June 30, 1899.....	926.71	2,274.14
Vieques:		
Customs receipts from July 1, 1899, to September 15, 1899.....	35.76	
Collections for period prior to July 1, 1899.....	20.68	56.44
Guanica:		
Deposit of unexpended balance of money advanced for salaries and expenses.....		93.90
Total.....		959,311.28

EXHIBIT B.—Summary of audited accounts of internal-revenue receipts July 1, 1899, to April 30, 1900.

Period 1899-1900.	District.	Balances due June 30, 1899.	Total collections charged.	Transfer from miscellaneous receipts.	Paid by successor in office.	Transfer to account May, 1900.	Amount transferred by predecessor.	Total.
July-April..	First district, San Juan.	.....	\$56,604.28	\$170.74	.....	.....	.....	\$56,775.02
Do	Second district, Caguas.	.....	8,565.14	.....	.....	.....	.....	8,565.14
Do	Third district, Arecibo.	\$915.78	16,765.63	.....	\$0.59	.....	\$1,515.87	19,197.87
Do	Fourth district, Aguadilla.	933.39	8,492.57	.....	.....	.....	.....	9,425.96
Do	Fifth district, Mayaguez.	3,528.26	29,856.87	.....	.....	.....	3,973.25	37,358.38
Do	Sixth district, Ponce.	.....	38,090.33	.....	.....	\$0.01	.....	38,090.34
Do	Seventh district, Guayama.	.....	8,453.61	.....	.....	.....	.....	8,453.61
Do	Eighth district, Humacao.	88.71	13,479.50	.....	.....	.....	.....	13,568.21
Do	Ninth district, Vieques.	.....	7,199.72	.....	.....	.....	.....	7,199.72
	Total.....	5,466.14	187,507.65	170.74	.59	.01	5,489.12	198,634.25

EXHIBIT B.—Summary of audited accounts of internal-revenue receipts, etc.—Continued.

Period 1899-1900.	Auditor's differ- ences allowed.	Trans- ferred to successor.	Transfer to miscel- laneous receipts.	Deposits with treasurer.	Deposits in late central treasury.	Credits prior to July 1, 1899.	Balance due, trans- ferred to account for July, 1900.	Total.
July-April..	\$133.86			\$56,641.16				\$56,775.02
Do	27.46			8,537.68				8,565.14
Do	3.40	\$1,515.87		17,127.60	\$501.94		*\$49.06	19,197.87
Do	396.51			8,986.09		\$43.36		9,425.96
Do		3,973.25	\$78.00	33,307.13				37,358.38
Do	1,232.19			36,858.15				38,090.34
Do	1.08			8,452.53				8,453.61
Do	2.50			13,565.71				13,568.21
Do	14.74			7,184.98				7,199.72
Total.	1,811.74	5,489.12	78.00	190,661.03	501.94	43.36	49.06	198,634.25

*The above balance of \$49.06 due by J. B. Salicrup, late collector at Arecibo, was assumed by J. M. Quero, his successor, in his account for July, 1900, and included in his deposits for said month.

Summary of audited accounts of miscellaneous receipts of internal revenues, July 1, 1899, to April 30, 1900.

Period 1899-1900.	District.	Balances due June 30, 1899.	Total col- lections charged.	Transfer from in- ternal- revenue receipts.	Amount trans- ferred by prede- cessor.	Total.
July-April..	First district, San Juan		\$1,744.83			\$1,744.83
Do	Second district, Caguas		235.30			235.30
Do	Third district, Arecibo		695.22			695.22
Do	Fourth district, Aguadilla		142.55			142.55
Do	Fifth district, Mayaguez		1,358.56	\$78.00	\$182.44	1,619.00
Do	Sixth district, Ponce		1,158.27			1,158.27
Do	Seventh district, Guayama	\$2,178.80	246.06			2,423.86
Do	Eighth district, Humacao		2,167.85			2,167.85
Do	Ninth district, Vieques		135.56			135.56
	Total	2,178.80	7,883.20	78.00	182.44	10,322.44

Period 1899-1900.	District.	Audi- tor's dif- ferences allowed.	Amount trans- ferred to suc- cessor.	Deposits with treasurer.	Transfer to internal- revenue receipts.	Balance due trans- ferred to account for May, 1900.	Total.
July-April..	First district, San Juan			\$1,574.09	\$170.74		\$1,744.83
Do	Second district, Caguas	\$0.29		235.01			235.30
Do	Third district, Arecibo			695.22			695.22
Do	Fourth district, Aguadilla			140.55	2.00		142.55
Do	Fifth district, Mayaguez		\$182.44	1,436.56			1,619.00
Do	Sixth district, Ponce	80.28		1,077.99			1,158.27
Do	Seventh district, Guayama	23.60		1,610.34		^b \$789.92	2,423.86
Do	Eighth district, Humacao			2,167.85			2,167.85
Do	Ninth district, Vieques			135.56			135.56
	Total	104.17	182.44	9,073.17	172.74	789.92	10,322.44

^bThe balance of \$789.92 due by Vicente Belgodere, collector at Guayama, is in State promissory notes, on which payments are made as they become due. This balance is carried forward into the collector's account with the people of Porto Rico subsequent to April 30, 1900.

EXPLANATORY STATEMENT.

The total deposits by collectors to the credit of internal-revenue receipts, as shown in Exhibit C, amount to	\$197,417.69
And total deposits to credit of miscellaneous receipts, as shown in Exhibit C	6,561.78
Total	203,979.47
Total deposits to internal-revenue receipts, as charged in audited accounts, Exhibit B	\$190,661.03
Total deposits to miscellaneous receipts, as charged in audited accounts, Exhibit B	9,073.17
	199,734.20
Difference	4,245.27
Thus explained:	

1. The following deposits made by collectors to the credit of internal-revenue receipts, which were repayments to that fund of unexpended balances on disbursing accounts and duly credited in the audit of such disbursing accounts:

San Juan:	
Aug. 19, 1899, treasurer's receipt 196	\$84.77
Sept. 16, 1899, treasurer's receipt 409	125.71
Oct. 14, 1899, treasurer's receipt 538	46.64
Nov. 7, 1899, treasurer's receipt 694	1.00
Nov. 17, 1899, treasurer's receipt 759	27.56
Dec. 13, 1899, treasurer's receipt 964	7.71
Feb. 19, 1900, treasurer's receipt 1731	41.84
Mar. 9, 1900, treasurer's receipt 1840	45.50
Apr. 11, 1900, treasurer's receipt 2195	30.66
May 28, 1900, treasurer's receipt 2476	17.43
June 26, 1900, treasurer's receipt 2508	.64
Caguas:	
Oct. 19, 1899, treasurer's receipt 562	5.83
Jan. 30, 1900, treasurer's receipt 1526	33.33
Feb. 28, 1900, treasurer's receipt 1788	1.11
Arecibo:	
Nov. 3, 1899, treasurer's receipt 683	44.13
Nov. 8, 1899, treasurer's receipt 700	13.36
Feb. 13, 1900, treasurer's receipt 1696	1,261.07
May 5, 1900, treasurer's receipt 2317	270.46
May 19, 1900, treasurer's receipt 2462	619.75
Aguadilla, May 7, 1900, treasurer's receipt 2335	56.44
Mayaguez:	
May 7, 1900, treasurer's receipt 2328	9.53
May 26, 1900, treasurer's receipt 2471	4.79
Ponce:	
Sept. 11, 1899, treasurer's receipt 369	166.66
Nov. 6, 1899, treasurer's receipt 689	11.00
May 9, 1900, treasurer's receipt 2344	32.21
Humacao, Mar. 12, 1900, treasurer's receipt 1852	43.33
	3,002.46

2. Deposits by Luis R. Velasquez, collector at San Juan, to credit of internal-revenue receipts, not taken up in his accounts; July 31, treasurer's receipt No. 90, balance due on accounts prior to July 1, 1899, not rendered to or settled by auditor	\$151.72
March 17, 1900, treasurer's receipt No. 1965, deposit for stamp tax, not included in his accounts, and duplicate receipt not produced	2.00
	153.72
3. Deposit by Quintin N. Sanjurjo, collector at Ponce, balance due on accounts prior to July 1, 1899, not rendered to or settled by auditor, treasurer's receipt No. 7, July 7, 1899	906.53
4. Deposit by R. F. Ponte, collector at Caguas, Sept. 12, 1899, account teachers' pension fund, treasurer's receipt No. 394, not included in his accounts	182.56
Difference explained	4,245.27

As shown in Exhibit C, the deposits made by collectors to the credit of miscellaneous receipts amount to \$6,561.78, while the amount credited in the audited accounts, as shown in Exhibit B, is \$9,073.17. This arises from the fact that most of the collectors were extremely careless in making their deposits, frequently making but one deposit, noted as internal-revenue receipts, but, as shown by their accounts, covering both internal-revenue receipts proper and miscellaneous receipts of internal revenues. It was therefore necessary in auditing the accounts to credit the deposits to the proper account, and keep the funds corrected by transfer warrants, where necessary and where it could be so effected, by directing the collectors to make such entries in their subsequent accounts as would correct these errors in deposits.

The total audited collections charged under the head of internal-revenue receipts, namely, \$187,507.65, and those charged under the head of miscellaneous receipts, aggregating \$7,883.20 (Exhibit B), are classified under the following heads and amounts:

CLASSIFIED TAXES OF INTERNAL-REVENUE RECEIPTS.

[July 1, 1899, to April 30, 1900, as charged per audited accounts.]

Territorial tax (urban and rural)	\$60,809.68
Tax on industry and commerce	63,746.71
Taxes in arrears	15,734.36
Outstanding debts	837.30
Tax on property transfers, "royal dues"	591.66
School tax	11,066.87
Tax on certificates	459.00
Tax on matches	4,598.71
Tax on liquors	29,624.47
Refund to internal-revenue receipts received by collector at Ponce	38.89
Total	187,507.65

CLASSIFIED TAXES OF MISCELLANEOUS RECEIPTS.

[From July 1, 1899, to April 30, 1900, as charged per audited accounts.]

Licenses to carry arms	\$273.74
Government fines	528.21
Judicial fines	348.15
Sales of unclaimed property	201.00
"Canons," rents on buildings and grounds belonging to the island	320.65
Rents on insular property	48.29
Annuities on property formerly monachal	381.83
State promissory notes	108.22
Imports on mineral claims	245.22
Imports on salt mines	426.24

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Trade-marks and patents.....	\$90.00
Weights and measures.....	53.55
Copies and certificates.....	175.14
Release on property formerly monachal.....	180.00
Reimbursements prior to July 1, 1899 (commissions to taxgatherers).....	46.70
Deposits as trust funds.....	3,856.41
Teachers' pension fund.....	84.55
Property transfers, "royal dues".....	510.79
Making up assessment rolls.....	2.51
School tax.....	2.00
Total	7,883.20

With respect to the item of tax on property transfers, or royal dues, this tax was abolished by General Orders, No. 16, dated November 26, 1898 (see also General Orders, No. 147, September 23, 1899), and hence in the classification of the items of tax belonging to accounts of internal-revenue receipts and those falling under the head of miscellaneous receipts, given in paragraph 14 of General Orders, No. 87, dated June 26, 1899, no mention is made of royal dues.

The collectors for a time included such collections as were made by them on account of this class of tax in their accounts of internal-revenue receipts; later they were instructed by the civil secretary to account for this tax under the head of miscellaneous receipts.

As shown in the foregoing statement, the sum charged to collectors for tax on property transfers, or royal dues, in their accounts of internal-revenue receipts is.....	\$591.66
And the amount returned in their accounts of miscellaneous receipts is.....	510.79

Total amount of royal dues collected	1,102.45
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This amount is the same as that reported to February 28, 1900, in the auditor's letter of April 14, 1900, to the Assistant Secretary of War, in which the whole amount (\$1,102.45) was included, for the sake of clearness and convenience, under the head of miscellaneous receipts, (see Senate Ex. Doc. No. 300, Fifty-sixth Congress, first session, p. 110). There were no collections of tax on property transfers, or royal dues, returned subsequent to September 30, 1899.

To ascertain the net audited internal-revenue receipts and miscellaneous receipts, the portion of the auditor's difference allowed, as shown in Exhibit B, which pertains to each head, and to the revenues collected for the period from July 1, 1899, to April 30, 1900, must be deducted.

INTERNAL-REVENUE RECEIPTS.

The total auditor's differences allowed, as shown in Exhibit B, amount to.....	\$1,811.74
The portion pertaining to the period prior to July 1, 1899, is.....	388.80
Auditor's differences allowed, July 1, 1899, to April 30, 1900	1,422.94

MISCELLANEOUS RECEIPTS OF INTERNAL REVENUE.

The total auditor's differences allowed, as shown in Exhibit B, aggregate.....	\$104.17
The portion pertaining to the period prior to July 1, 1899, is.....	21.60
Auditor's differences allowed, July 1, 1899, to April 30, 1900	82.57

INTERNAL-REVENUE RECEIPTS.

[July 1, 1899, to April 30, 1900.]

Total internal-revenue receipts charged per audits (Exhibit B).....	\$187,507.65
Less auditor's differences allowed, as above shown.....	1,422.94
Net audited internal-revenue receipts	186,084.71

MISCELLANEOUS RECEIPTS OF INTERNAL-REVENUE.

[July 1, 1899, to April 30, 1900.]

Total miscellaneous receipts charged per audits (Exhibit B).....	\$7,883.20
Less auditor's differences allowed, as above shown.....	82.57
Net audited miscellaneous receipts of internal-revenue	7,800.63

Apportioning the auditor's differences allowed (pertaining to the period from July 1, 1899, to April 30, 1900) to each class of receipts, and making the necessary deduction, the net audited internal-revenue receipts (\$186,084.71) and the net audited miscellaneous receipts of internal revenue (\$7,800.63) are classified as follows:

CLASSIFIED TAXES OF NET INTERNAL-REVENUE RECEIPTS.

[July 1, 1899, to April 30, 1900.]

Territorial tax (urban and rural).....	\$59,538.94
Tax on industry and commerce.....	65,600.99
Taxes in arrears.....	15,728.96
Outstanding debts.....	836.22
Tax on property transfers (royal dues).....	591.66
School tax.....	11,066.87
Tax on certificates.....	459.00
Tax on matches.....	4,598.71
Tax on liquors.....	29,624.47
Refund to internal-revenue receipts (received by collector at Ponce).....	38.89
Total net audited internal-revenue receipts	186,084.71

MISCELLANEOUS RECEIPTS OF INTERNAL REVENUE.

Licenses to carry arms.....	\$273.74
Government fines.....	528.21
Judicial fines.....	348.15
Sales of unclaimed property.....	201.00

"Canons," rents on buildings and grounds belonging to the island.....	\$320. 65
Rents on insular property.....	48. 29
Annuities on property formerly monochal.....	381. 83
State promissory notes.....	108. 22
Imposts on mineral claims.....	245. 22
Imposts on salt mines.....	426. 24
Trade-marks and patents.....	90. 00
Weights and measures.....	53. 55
Copies and certificates.....	172. 85
Release on property formerly monochal.....	180. 00
Reimbursements prior to July 1, 1899 (commissions to taxgatherers).....	46. 70
Deposits as trust funds.....	3, 856. 41
Teachers' pension fund.....	84. 55
Property transfers "royal dues".....	430. 51
Making up assessment rolls.....	2. 51
School tax.....	2. 00
Total net audited miscellaneous receipts.....	7, 800. 63
Net audited internal-revenue receipts.....	186, 084. 71
Net audited miscellaneous receipts.....	7, 800. 63
Total.....	193, 885. 34

EXHIBIT C.—Summary of deposits with treasury by collectors of internal revenues pertaining to period from July 1, 1899, to April 30, 1900.

Month in which deposits were made.	First district.		Second district.		Third district.	
	Internal revenue.	Miscellaneous.	Internal revenue.	Miscellaneous.	Internal revenue.	Miscellaneous.
July, 1899.....	\$3, 796. 93				\$413. 84	
August, 1899.....	4, 423. 89	\$92. 86				
September, 1899.....	3, 722. 09	30. 15	\$1, 575. 53	\$184. 93	3, 392. 75	\$154. 30
October, 1899.....	6, 505. 02	46. 54	328. 21	32. 85	927. 14	
November, 1899.....	4, 773. 90	311. 87	932. 69	1. 21	329. 14	
December, 1899.....	5, 603. 13	179. 22	1, 036. 50	9. 40	2, 452. 99	
January, 1900.....	5, 752. 86	40. 28	864. 98	2. 29	2, 375. 61	187. 31
February, 1900.....	6, 549. 80	13. 86	1, 130. 29	35. 04	2, 179. 58	6. 00
March, 1900.....	10, 297. 80	139. 83	932. 38	144. 75	4, 973. 16	
April, 1900.....	5, 010. 53		1, 767. 37	7. 10	1, 293. 93	48. 77
May, 1900.....	1, 514. 77	23. 10			1, 117. 07	180. 00
Total.....	57, 920. 72	877. 71	8, 577. 95	417. 57	19, 455. 21	576. 38

Month in which deposits were made.	Fourth district.		Fifth district.		Sixth district.	
	Internal revenue.	Miscellaneous.	Internal revenue.	Miscellaneous.	Internal revenue.	Miscellaneous.
July, 1899.....			\$3, 528. 26		\$3, 218. 49	
August, 1899.....	\$733. 00				2, 769. 21	
September, 1899.....					2, 610. 81	\$115. 00
October, 1899.....	1, 025. 09		4, 596. 89		3, 719. 33	4. 50
November, 1899.....	371. 09		2, 505. 81		1, 578. 14	95. 64
December, 1899.....	231. 17		1, 924. 66		2, 875. 78	420. 31
January, 1900.....	481. 33		1, 979. 14	\$138. 94	4, 169. 03	63. 84
February, 1900.....	2, 441. 27	\$14. 00	3, 401. 11	62. 68	6, 780. 29	6. 00
March, 1900.....	1, 291. 38	74. 45	4, 690. 07	48. 40	4, 301. 89	238. 00
April, 1900.....	1, 874. 44	4. 00	6, 470. 57	174. 77	5, 919. 37	134. 70
May, 1900.....	593. 76	48. 10	5, 196. 21	40. 50	32. 21	
Total.....	9, 042. 53	140. 55	34, 292. 72	465. 29	37, 974. 55	1, 077. 99

Month in which deposits were made.	Seventh district.		Eighth district.		Ninth district.	
	Internal revenue.	Miscellaneous.	Internal revenue.	Miscellaneous.	Internal revenue.	Miscellaneous.
July, 1899.....	\$962. 79					
August, 1899.....			\$88. 71		\$149. 88	
September, 1899.....	698. 67	\$228. 36	634. 27	\$10. 26	177. 70	\$4. 20
October, 1899.....	360. 73	164. 87	728. 23	31. 84	158. 32	
November, 1899.....			444. 05	66. 75	1, 193. 89	60. 16
December, 1899.....	1, 626. 28	1. 10	1, 567. 90		525. 04	
January, 1900.....			1, 208. 45	1. 50	448. 76	7. 20
February, 1900.....	1, 115. 22	4. 50	2, 405. 35	20. 00	1, 191. 60	14. 00
March, 1900.....	1, 502. 07	17. 50	2, 359. 89	2, 055. 33	600. 00	
April, 1900.....	2, 158. 41		1, 725. 23	37. 50	1, 204. 16	50. 00
May, 1900.....	991. 15	231. 22	2, 391. 63		1, 535. 63	
Total.....	9, 415. 32	647. 55	13, 553. 71	2, 223. 18	7, 184. 98	135. 56

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EXHIBIT C.—Summary of deposits with treasury by collectors of internal revenues pertaining to period from July 1, 1899, to April 30, 1900—Continued.

District.	Total internal-revenue receipts.	Total miscellaneous receipts.
First	\$57,920.72	\$577.71
Second	8,577.95	417.57
Third	19,455.21	576.38
Fourth	9,042.53	140.55
Fifth	34,292.72	465.29
Sixth	37,974.55	1,077.99
Seventh	9,415.32	647.55
Eighth	13,553.71	2,223.18
Ninth	7,184.98	135.56
Total	197,417.69	6,561.78

Explanatory statement 1.

Total deposits to internal-revenue receipts by collectors—	
As shown per this statement	\$197,417.69
As stated in report of July 5, 1900	195,909.85
Difference	1,507.84

Thus accounted for:

- (1) July 10, 1899, receipt No. 17: Deposit by collector of internal revenues at Guayama, for bond of register of deeds, to internal-revenue receipts, reported separately as a trust fund, in auditor's report for July, 1899..... \$150.11
- (2) The following deposits, as repayments to internal-revenue receipts, on account of disbursements:

San Juan:	
Aug. 19, 1899, treasurer's receipt 196	\$84.77
Sept. 16, 1899, treasurer's receipt 409	125.71
Oct. 14, 1899, treasurer's receipt 538	46.64
Nov. 7, 1899, treasurer's receipt 694	1.00
Nov. 17, 1899, treasurer's receipt 759	27.66
Feb. 19, 1900, treasurer's receipt 1731	41.84
Apr. 11, 1900, treasurer's receipt 2195	30.66
June 26, 1900, treasurer's receipt 2508	64
Caguas:	
Oct. 19, 1899, treasurer's receipt 562	5.83
Feb. 28, 1900, treasurer's receipt 1788	1.11
Arecibo:	
Nov. 3, 1899, treasurer's receipt 683	44.13
Nov. 8, 1899, treasurer's receipt 700	13.86
May 19, 1900, treasurer's receipt 2462	619.75
Aguadilla, May 7, 1900, treasurer's receipt 2335	56.44
Mayaguez, May 7, 1900, treasurer's receipt 2328	9.53
Ponce:	
Sept. 11, 1899, treasurer's receipt 369	166.66
Sept. 20, 1899, treasurer's receipt 416	*38.89
Nov. 6, 1899, treasurer's receipt 689	11.00
May 9, 1900, treasurer's receipt 2344	32.21
	1,357.73
Difference explained	1,507.84

* NOTE.—The above deposit of \$38.89 was properly a collection deposited to internal-revenue receipts, but erroneously reported by the collector at Ponce as a repayment.

Explanatory statement 2.

Total deposits to miscellaneous receipts by collectors—	
As shown per this statement	\$6,561.78
As stated in report of July 5, 1900	3,850.94
Difference	2,710.84

Thus accounted for:

The following deposits reported separately under head of trust funds in report of July 5:

Caguas, Oct. 19, 1899, treasurer's receipt No. 561, payment on board of register of deeds....	30.24
Ponce, Dec. 26, 1899, treasurer's receipt No. 1006, deposit for Pedro de Cardí, Francisco Mari, and Jose Antonio Rodriguez, as guaranty for untitled lands	360.00
Humacao, Mar. 12, 1900, treasurer's receipt No. 1850, deposit for bail bond	2,000.00
Ponce, Mar. 28, 1900, treasurer's receipt No. 2041, deposit for bail bond	220.00
Ponce, Apr. 2, 1900, treasurer's receipt, No. 2065, deposit for bail bond	100.00
San Juan, June 26, 1900, treasurer's receipt No. 2509, deposit by Luis R. Velasquez, included under head of deposits to miscellaneous receipts from sundry sources .....	.60
Difference explained	2,710.84

Explanatory statement 3.

Total deposits by collectors to credit of internal-revenue receipts as per Exhibit C.....	\$197,417.69
Add deposit of Luis R. Velasquez, of Aug. 23, 1900, treasurer's receipt No. 2511, as hereinbefore explained.....	102.67
Total.....	197,520.36
Amount of deposits of internal-revenue collections, as hereinbefore stated (item 3, under head of receipts).....	194,379.79
Difference.....	3,140.57

Thus explained:

1. Deposit of July 31, 1899, by collector of internal revenues at Caguas for bond of register of deeds, treasurer's receipt No. 90, included separately in foregoing report, under head of trust funds.....	150.11
2. Deposits to internal revenue receipts as repayments, deducted from total deposits and included as "repayments" in report of July 5, 1900, as above shown.....	1,357.73
3. The following sums which were properly "repayments," but erroneously deposited by the collectors as collections, and now classed as repayments in the foregoing report:	
San Juan:	
Dec. 13, 1899, treasurer's receipt No. 964.....	\$7.71
Mar. 9, 1900, treasurer's receipt No. 1840.....	45.50
May 28, 1900, treasurer's receipt No. 2476.....	17.34
Caguas, Jan. 30, 1890, treasurer's receipt No. 1526.....	33.33
Arecibo:	
Feb. 13, 1900, treasurer's receipt No. 1696.....	1,261.07
May 5, 1900, treasurer's receipt No. 2317.....	270.46
Mayaguez, May 26, 1900, treasurer's receipt No. 2471.....	4.79
Humacao, Mar. 12, 1900, treasurer's receipt No. 1852.....	43.33
	1,683.62
Less amount of treasurer's receipt No. 416, dated Sept. 20, 1899, erroneously deposited as a repayment, the same being a deposit of revenues collected.....	38.89
	1,644.73
	3,152.57
Deduct deposit of July 12, 1899, by Domingo Rubio, to credit of internal-revenue receipts, treasurer's receipt No. 27, not included with deposits of collectors, but included in total deposits to internal-revenue receipts, as stated in the foregoing report.....	12.00
Difference explained.....	3,140.57

EXHIBIT D.—Expenditures—Audited disbursements.

[Tabulated statement of advances paid on accountable warrants, disbursements audited and allowed, and repayments of unexpended balances of disbursing funds, showing how each specific class of account stands, whether balanced or otherwise. July 1, 1899, to April 30, 1900.—The amount of \$6,163.86 advanced from postal receipts in May, to close the account of disbursements for postal expenditures in Porto Rico, to April 30, 1900, is included in the "Total amount advanced."]

Number of items in report of July 5, 1900.	Title of disbursing officer.	Character of expenditure.	Number of item in financial statement, report military government.	Amount advanced.	Total amount advanced.	Fees applied to disbursements.	Transfers.	Paid on settlement requisition.	Total.
1	2	3	4	5	6	7	8	9	10
1	Treasurer as special disbursing officer.								
1		Salaries civil employees department headquarters.	11	\$28,227.68					
3	do	Salaries and expenses auditor's office.	15	20,364.52					
4	do	Salaries and expenses treasurer's office.	14	2,614.23					
5	do	Salaries and expenses special tax commission.	17	1,566.92					
6	do	Salaries and expenses board of insurance and surety commission.	14	172.30					
28	do	Salaries insular commission.	44	3,543.60					
28	do	Translating laws of Porto Rico (remittance).	44	235.25					
28	do	Expenses special committee to Ponce and return.	14	143.53					
28	do	Seal of U. S. provisional court.	21	60.00					
28	do	Cost collecting insular revenues.	19		\$56,933.03				\$56,933.03
2	Special disbursing officer department headquarters.	Incidental expenses department headquarters and Santa Catalina palace.	11		1,023.34				1,023.34
6	Collector internal revenue, San Juan.	Salaries and expenses secretary of state finance, interior, and director of agriculture to August 15, 1899, and civil secretary to October 31, 1899.	12, 14, 16	18,527.76					
7	Disbursing office civil secretary.	Salaries and expenses from November 1, 1899, to April 30, 1900.	12	24,215.73					
11	Collecting internal revenue as disbursing agents.	Salaries and expenses internal-revenue service.	19	25,315.99					
14	do	Salaries and expenses insular courts outside of San Juan.	23	82,984.04					
8	Disbursing officer solicitor-general's office.	Salaries and expenses solicitor-general's office.	13	10,041.67	151,043.52	\$26.67			151,070.19
13	do	Salaries and expenses insular courts, San Juan.	22, 23	47,546.26					
12	Disbursing officer United States provisional court.	Salaries and expenses.	21		57,587.93				57,587.93
					19,715.72				20,090.69

Number of items in report of July 5, 1900.	Title of disbursing officer.	Character of expenditure.	Disbursements advanced.	Total disbursements from advances.	Disbursements paid from fees.	Transfers.	Repayments.	Balance due.	Total.
9	Collectors of customs acting as disbursing agents.	Salaries and expenses customs service.	18	86,986.88	66,802.46	3.00			66,805.46
10	Director-general of posts.	Salaries and expenses postal service.	20	6,163.85					93,150.73
		Amount advanced in May, 1900.			385,671.69				385,671.69
15	Disbursing officer board of public works.	Salaries and expenses on roads and buildings.	25						21,703.65
16	do	Harbor work.	26						43,565.66
17	do	Light-house establishment.	27						18,121.74
18	Surgeon U. S. Marine-Hospital Service.	Quarantine office.	28						8,164.52
19	Secretary and treasurer superior board of health.	Salaries and expenses.	29						129,314.01
20	Disbursing officer insular police.	Salaries and expenses, etc.	33						212,530.21
21	Disbursing officer board of education.	Salaries and expenses.	30			16.92		\$768.70	86,006.20
22	Disbursing officer board prison control.	Salaries and expenses, penitentiaries and jails.	24						45,713.21
23	Disbursing officer board of charities.	Salaries and expenses.	32						78,857.13
24	Disbursing officer census of Porto Rico.	do	34						1,356.97
25	Secretary and treasurer superior board of health.	Examinations and licenses.	29						1,364.42
27	Disbursing officer board of education.	Teachers' pension fund.	31						922.96
29	Disbursing officer War Department.	Remittance pro rata share translating laws.	44						602.40
30	Disbursing officer, special at Ponce.	Pay jail guards.	24						300.00
31	Disbursing officer at Adjuntos.	Expenses municipality.	42						1,000.00
32	Special disbursing officers 12 military posts.	Relief hurricane sufferers.	32						12,150.00
33	do	Penuelas election expenses.		90.00					93.20
34	do	do	11	3.20					
					93.20				
					1,487,756.10	2,708.94	3,300.00	768.70	1,494,533.74
1	Treasurer as special disbursing officer.	Salaries civil employees department headquarters.	11	\$28,227.68					
3	do	Salaries and expenses auditor's office.		20,329.80					
4	do	Salaries and expenses treasurer's office.		2,202.27					
5	do	Salaries and expenses special tax commission.		1,566.92					
6	do	Salaries and expenses board of insurance and surety commission.		172.30					

*The above sum of \$768.70 due to Dr. H. B. Wiborg, late disbursing officer of the board of education, was transferred and paid on settlement warrant No. 108, July 21, 1900, from funds pertaining to the civil government of Porto Rico.

EXHIBIT D.—Expenditures—Audited disbursements—Continued.

Number of items in report of July 6, 1900.	Title of disbursing officer.	Character of expenditures.	Disbursements advanced.	Total disbursements from advances.	Disbursements paid from fees.	Transfers.	Repayments.	Balance due.	Total.
1	2	3	11	12	13	14	15	16	17
28	Treasurer as special disbursing officer.	Salaries insular commission, July and August, 1899 (remittance)	\$3,543.60						
28	do.	Translating laws of Porto Rico (remittance)	235.25						
28	do.	Expenses special committee to Ponce and return.	148.53						
28	do.	Seal of United States provisional court.	60.00						
28	do.	Cost collecting insular revenues.	264.13	\$56,750.48			\$182.55		\$56,933.03
2	Special disbursing officer department headquarters.	Incidental expenses department headquarters and Santa Catalina palace.		\$56,933.18			66.16		1,023.34
6	Collector internal revenue, San Juan.	Salaries and expenses secretary of state finance, interior, and director of agriculture to August 15, 1899, and civil secretary to October 31, 1899.	18,181.39						
7	Disbursing office civil secretary.	Salaries and expenses from November 1, 1899, to April 30, 1900.	23,883.31						
11	Collecting internal revenue as disbursing agents.	Salaries and expenses internal-revenueservice.	24,995.82						
14	do.	Salaries and expenses insular courts outside of San Juan.	80,104.84	\$147,164.86	\$26.67		3,878.66		151,070.19
8	Disbursing officer solicitor-general's office.	Salaries and expenses solicitor-general's office.	10,441.81						
13	do.	Salaries and expenses insular courts, San Juan.	45,473.00						
12	Disbursing officer United States provisional court.	Salaries and expenses.		55,914.81			1,673.12		57,587.93
9	Collectors of customs acting as disbursing agents.	Salaries and expenses.		19,715.72	374.97				20,090.69
10	Director general of posts.	Salaries and expenses customs service.		66,440.92	3.00		361.54		66,806.46
15	Disbursing officer board of public works.	Salaries and expenses postal service.	87,950.98						
16	do.	Amount advanced in May, 1900.	\$4,672.50	92,623.48			527.25		93,150.73
17	do.	Salaries and expenses on roads and buildings.		\$553,567.15			32,091.12	\$13.42	385,671.69
18	Surgeon U. S. Marine-Hospital Service.	Harbor work.		18,116.98					
19	Secretary and treasurer superior board of health.	Light-house establishment.		42,040.31		\$3,300.00	286.67		21,703.65
20	Disbursing officer insular police.	Quarantine office.		17,844.82			1,525.35		43,565.66
21	Disbursing officer board of education.	Salaries and expenses.		7,923.63			276.92		18,121.74
		Salaries and expenses.					240.89		8,164.52
		Salaries and expenses, etc.		129,254.31			59.70		129,314.01
		Salaries and expenses.		210,913.89	16.92		1,599.40		212,530.21

22	Disbursing officer board prison con- trol.....	Salaries and expenses, penitentiaries and jails.....	77, 778. 48	.....	8, 227. 72	.....	86, 006. 20
23	Disbursing officer board of charities.....	Salaries and expenses.....	40, 468. 18	.....	5, 245. 03	.....	45, 713. 21
24	Disbursing officer census of Porto Rico.....	do.....	71, 577. 87	.....	7, 279. 26	.....	78, 857. 13
25	Secretary and treasurer superior board of health.....	Examinations and licenses.....	1, 303. 05	1, 364. 42	53. 92	.....	2, 721. 39
27	Disbursing officer board of educa- tion.....	Teachers' pension fund.....	434. 40	922. 96	.....	.....	1, 357. 36
28	Disbursing officer War Department.....	Remittance pro-rata share translating laws.....	602. 40	.....	.....	.....	602. 40
30	Disbursing officer special at Ponce.....	Pay jail guards.....	300. 00	.....	.....	.....	300. 00
31	Disbursing officer Adjuntos.....	Expenses municipality.....	1, 000. 00	.....	.....	.....	1, 000. 00
32	Special disbursing officers 12 military posts.....	Relief hurricane sufferers.....	46, 947. 87	.....	5, 202. 13	.....	12, 136. 00
33	do.....	Penuelas election expenses.....	90. 00	.....	.....	.....	98. 20
34	do.....	do.....	.....	.....	3. 20	.....	.....
			1, 419, 731. 79	2, 708. 94	68, 779. 59	13. 42	1, 494, 533. 74

RECAPITULATION (18).

DR.		CR.	
Total amount advanced.....	\$1, 487, 756. 10	Total disbursements from advances.....	\$1, 419, 731. 79
Fees applied to disbursements.....	2, 708. 94	Disbursements paid from fees.....	2, 708. 94
Transfers.....	3, 300. 00	Transfers.....	3, 300. 00
Paid on settlement requisition.....	768. 70	Repayments.....	68, 779. 59
		Balance due.....	13. 42
Total.....	1, 494, 533. 74	Total.....	1, 494, 533. 74
		<i>Explanation to item 13 (\$45, 175).</i>	
12. Secretary of war.....	\$2, 660. 90	22. Supreme court.....	\$27, 044. 95
14. Secretary of finance.....	3, 063. 43	23. District courts.....	17, 524. 07
16. Secretary of interior.....	1, 485. 89	23. Municipal courts.....	903. 98
12. Civil secretary.....	10, 971. 17		
Total.....	18, 181. 39	Total.....	45, 473. 00
(The above explanations added by General Davis.)			

NOTE.—The grouping of several classes of accounts under one head, as above, is where the disbursements were rendered in one account, and not separately, and is necessary to prove the balancing of the accounts by the repayments.

*The disbursements above stated under items 6, 7, and 11, amounting to \$147,164.86, differ from the total amount given in report of July—namely, \$147,109.20—in the sum of \$55.66, by reason of allowances on supplemental settlements made since the date of said report. The auditor's differences allowed have been carefully revised and credited under the appropriate head to which each item pertains.

*Remittance.
In the report of July 5 (page 15) the total audited disbursements for public works was incorrectly stated as \$353,971.62, instead of \$353,567.15—the difference of \$404.47 arising from an error in including the said amount in the footing of disbursements instead of the column of repayments.

*A like error occurred in the report of July 5 (page 17) in stating the total audited disbursements for relief of hurricane sufferers as \$7,413.67, instead of \$6,947.87, arising in a similar manner. The limited time in which this report of July 5 was prepared did not admit of the comparison and balancing of each class of accounts in the manner above stated.

EXHIBIT E.—Summary of audited disbursements by collectors of internal revenues from July 1, 1899, to April 30, 1900, including judicial expenditures to September 30, 1899.

[Paid from internal-revenue receipts.]

Period—1899-1900.	District.	Amount advanced.	Amount disbursed, including suspended items allowed.				Transfer to account of judicial expenses.	Deposits with treasurer.	Total.
			Civil secretary's office.	Collector's office.	Courts.	Total disbursements.			
July to April.....	First district, San Juan.....	\$23,603.67	\$18,181.39	\$4,242.82	\$750.00	\$23,174.21	.....	\$429.46	\$23,603.67
Do.....	Second district, Caguas.....	3,498.72	.....	2,948.71	909.74	3,458.45	.....	40.27	3,498.72
Do.....	Third district, Arecibo.....	8,733.37	.....	2,444.50	4,157.59	6,602.09	.....	2,151.28	8,733.37
Do.....	Fourth district, Aguadilla.....	3,278.99	.....	2,481.33	246.22	2,727.55	\$495.00	56.44	3,278.99
Do.....	Fifth district, Mayaguez.....	7,982.53	.....	3,475.65	4,982.56	7,968.21	.....	14.32	7,982.53
Do.....	Sixth district, Ponce.....	8,842.03	.....	3,349.80	5,283.36	8,643.16	.....	198.87	8,842.03
Do.....	Seventh district, Guayama.....	2,940.01	.....	2,471.10	468.91	2,940.01	.....	.....	2,940.01
Do.....	Eighth district, Humacao.....	8,173.28	.....	2,743.35	5,435.93	8,173.28	.....	.....	8,173.28
Do.....	Ninth district, Vieques.....	1,738.06	.....	1,738.06	.....	1,738.06	.....	.....	1,738.06
Total.....	Total.....	68,816.66	18,181.39	24,995.32	22,254.31	65,431.02	495.00	2,890.64	68,816.66

Summary of audited disbursements by collectors of internal revenues from October 1, 1899, to April 30, 1900.

[Judicial expenditures paid from customs receipts.]

Period—1899-1900.	District.	Amount advanced.	Transfer from internal-revenue receipts.	Fees applied to disbursements.	Total.	Amount disbursed, including suspended items allowed.		Deposits with treasurer.	Total.
						Courts.	Total disbursements.		
October to April.....	First district, San Juan.....	\$1,800.00	.....	.....	\$1,800.00	\$1,700.00	\$1,700.00	\$100.00	\$1,800.00
Do.....	Second district, Caguas.....	1,505.00	.....	.....	1,505.00	1,504.60	1,504.60	.....	1,505.00
Do.....	Third district, Arecibo.....	14,507.43	.....	.....	14,507.43	14,196.71	14,196.71	311.72	14,507.43
Do.....	Fourth district, Aguadilla.....	1,185.00	\$495.00	.....	1,680.00	1,575.00	1,575.00	75.00	1,650.00
Do.....	Fifth district, Mayaguez.....	12,534.57	.....	.....	12,534.57	12,529.10	12,529.10	5.47	12,534.57
Do.....	Sixth district, Ponce.....	13,444.58	.....	\$26.67	13,471.25	13,411.57	13,411.57	59.68	13,471.25
Do.....	Seventh district, Guayama.....	953.66	.....	.....	953.66	953.66	953.66	.....	953.66
Do.....	Eighth district, Humacao.....	11,860.89	.....	.....	11,860.89	11,757.56	11,757.56	103.33	11,860.89
Do.....	Ninth district, Vieques.....	250.00	.....	.....	250.00	250.00	250.00	.....	250.00
Total.....	Total.....	58,011.13	495.00	26.67	58,532.80	57,877.20	57,877.20	655.60	58,532.80

Summary of audited disbursements, office of civil secretary, San Juan, Porto Rico, from November 1, 1899, to April 30, 1900.

[Paid from internal-revenue receipts.]

Advance.....	\$24,215.73
Disbursements.....	23,883.31
Deposits with treasurer.....	332.42
Total.....	24,215.73

Consolidated statement.—Summary of total audited disbursements by collectors of the nine districts from July 1, 1899, to April 30, 1900.

[Paid from internal-revenue and customs receipts, excluding transfer.]

Period—1899-1900.	Fund.	Amount advanced.	Fees applied to disbursements.	Total.	Civil secretary's office.	Collector's office.	Courts.	Total disbursements.	Deposits with treasurer.	Total.
July to April	Internal-revenue receipts	\$68,816.66	.....	\$68,816.66	\$18,181.39	\$24,995.32	\$22,254.31	\$65,431.02	\$2,890.64	\$68,321.66
October to April	do.	24,215.73	.....	24,215.73	23,883.31	.....	.....	23,883.31	332.42	24,215.73
July to April	Customs receipts	58,011.13	\$26.67	58,037.80	.....	.....	57,877.20	57,877.20	655.60	58,532.80
	Total.....	151,043.52	26.67	151,070.19	42,064.70	24,995.32	80,131.51	147,191.53	3,878.66	151,070.19

NOTE.—

Total disbursements.....	\$147,191.53
Amount paid by application of fees	26.67
Paid from funds advanced	147,164.86

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EXHIBIT F.—Summary of audited claims paid on settlement warrants.

Year.	Month.	Refund of customs duties.	Refund of internal-revenue taxes.	Refund of sundry fees.	Furniture, fixtures, etc., in intendencia, paid to liquidator disputation provincial.	Expenses, vaccination and suppression of smallpox.	Salaries Government officials and employees.	Traveling expenses, Government officials.	Books, stationery, printing, etc., civil division department headquarters and for civil departments.	Sundry supplies, services and expenses, civil division department headquarters and Santa Catalina palace.
1899	July.....	\$1,010.00	.....	.....	\$265.95	\$720.00	.....	\$77.40	\$48.75	.....
1899	August.....	.....	.....	.....	.....	96.98	\$678.03	2.25	1,980.40	\$8.00
1899	September.....	.....	.....	\$12.00	.....	128.40	154.50	7.03	393.73	.....
1899	October.....	.....	.....	.....	.....	250.23	15.44	33.56	845.47	708.61
1899	November.....	87.33	.....	.....	.....	.....	903.63	155.25	347.03	34.96
1899	December.....	987.50	.....	.....	.....	.....	133.33	95.38	1,639.92	137.16
1900	January.....	382.52	.....	12.10	.....	.....	.....	52.03	47.87	177.18
1900	February.....	3,626.16	\$25.71	.....	.....	.....	.....	301.65	75.00	8.11
1900	March.....	327.87	.....	73.00	.....	.....	106.00	18.25	146.73	121.62
1900	April.....	150.47	47.85	3.74	.....	.....	6.00	.....	205.33	510.97
		6,571.85	73.56	100.84	265.95	1,195.61	1,996.93	742.79	5,730.23	1,706.61

Year.	Month.	Claims under contracts, board public works.	Refund specie bond, guaranty for contracts, public works.	Payment of trust funds.	Expenses of surveys.	Post-mortem examinations.	Pensions, budget 1899-1900.	Fees of witnesses.	Reimbursements to Marine Hospital Service fund.	Election expenses.
1899	July.....	.....	.....	\$9.68	.....	.....	.....	.....	.....	.....
1899	August.....	.....	.....	.....	\$190.80	\$72.05	\$50.00	.....	.....	.....
1899	September.....	.....	.....	1,060.00	169.20	.....	.....	\$234.10	\$655.50	.....
1899	October.....	\$19,806.00	.....	341.20	36.00	.....	634.00	.....	.....	.....
1899	November.....	.....	\$747.88	191.00	.....	.....	142.00	.....	677.25	.....
1899	December.....	.....	.....	240.00	.....	.....	171.00	.....	.....	.....
1900	January.....	.....	.....	60.00	.....	.....	226.00	.....	.....	\$506.00
1900	February.....	.....	.....	36.00	.....	.....	71.00	.....	.....	11.40
1900	March.....	.....	.....	2,576.00	.....	.....	234.00	.....	.....	.....
1900	April.....	.....	.....	77.57	300.00	.....	113.00	.....	.....	544.52
		19,800.00	747.88	4,591.45	696.00	72.05	1,641.00	234.10	1,332.75	1,061.92

* NOTE.—The proportion of the amount paid on the claim of Jose Nieto for \$8,400 and on the claim of Roque Paniagua for \$11,400, which pertains to the late diputacion provincial, namely, \$10,164.15, was charged to the liquidator of said body, per auditor's certificate No. 152, to be adjusted in the settlement of the accounts of said liquidator, as provided in paragraph 7, General Orders, No. 84, April 18, 1900, Headquarters Department of Porto Rico.

^b NOTE.—The amount paid Roque Paniagua for refund of specie bond pertaining to his contract with the late diputacion provincial, namely, \$747.88, was charged to the liquidator of said body, per auditor's certificate No. 218, to be adjusted in the settlement of accounts of said liquidator as provided in paragraph 7, General Orders, No. 84, April 18, 1900, above referred to.

The name of each individual claimant and the amount paid to each have been given in the auditor's monthly reports to the Secretary of War.

EXHIBIT F.—Summary of audited claims paid on settlement warrants—Continued.

Year.	Month.	Census of Porto Rico.	Books, supplies, and transportation, insular board education.	Translation of laws and sundry translations.	Lithographing and printing internal-revenue stamps.	Expenses special tax commission.	Reimbursement to Quartermaster's Department U. S. Army for furniture, etc., governor's official residence.	Miscellaneous expenditures.	Total.
1899	July								\$2, 131.78
1899	August								3, 078.51
1899	September			\$0.45					2, 814.91
1899	October	\$570.17	\$1, 445.76					\$59.58	24, 740.01
1899	November	1, 367.42						131.00	4, 784.75
1899	December	1, 259.21						353.31	5, 016.81
1900	January	3.50		79.90					1, 547.10
1900	February	16.38		417.01	\$2, 300.00			52.00	6, 940.42
1900	March	75.13						72.00	3, 750.60
1900	April	289.96	753.05	6.00		\$234.87	\$2, 817.93	345.85	6, 407.11
		3, 581.77	2, 198.81	503.36	2, 300.00	234.87	2, 817.93	1, 013.74	61, 212.00

ANALYSIS, COLUMN 8.

	No. F.S.	Amount.		No. F.S.	Amount.
Salary, messenger, headquarters ..	11	\$35.00	Salary, clerk, sub. del. of medicine	29	\$6.00
Salary, clerk, secretary of state ..	12	133.33	Salary, judges, secretary, and interpreter, courts outside of San Juan	23	135.61
Salary, secretary of interior and clerks	16	302.04	Salary, corporals municipal police, San Juan	33	818.13
Salary, director agriculture	16	83.33	Expenses, Captain Blatchford, elections	11	201.50
Salary, teachers, board education ..	30	125.00			
Salary, clerks, attorney-general's office	13	33.33	Total		1, 996.93
Salary, janitors, San Juan	24	69.33			
Salary, inspector, S. P. C. A.	29	30.00			
Salary, clerk, insane asylum	32	23.33			

ANALYSIS, COLUMN 9.

Expenses, investigation municipality juntas	14	\$77.40	San Juan to Washington and return, order Secretary of War ..	11	\$281.25
Expenses, transportation, employees, New York to Porto Rico ..	15	10.28	Expenses, journey, solicitor-general to Washington and return, order Secretary of War	13	217.15
Expenses, transportation, clerks, Washington to New York	11	7.03	Expenses, travel, employees, election expenses	11	97.88
Expenses, transportation, customs clerk	18	33.55	Expenses, travel, court employees ..	21	18.25
Expenses, journey, aid-de-camp to military governor and clerk, ..			Total		742.79

ANALYSIS, COLUMN 10.

Supplies, department of justice	13	\$48.75	Press clippings, military governor's office	11	\$40.00
Remittance to War Department, pay for printing laws and regulations	11	2, 964.25	Blank books, forms, and stationery for auditor	15	814.57
Books of reference and publications, for use of military governor's office	11	463.62	Blank books and forms, use of treasurer	14	180.25
Stationery and printing, military governor's office	11	267.34	Blank books, forms, stationery, and weighing scale for customs officers	18	855.65
Official Gazette, military governor's office	11	95.80	Total		5, 730.23

EXHIBIT F.—Summary of audited claims paid on settlement warrants—Continued.

ANALYSIS, COLUMN 11.

	No. F. S.	Amount.		No. F. S.	Amount.
Office furniture and stationery, renewals and repair of furniture, and expenses official receptions, official residence, military governor.....	11	\$1,068.60	Repairs to typewriters, etc.....	11	\$23.00
Cablegrams, military governor's office.....	11	514.73	Plumbing supplies, custom house, San Juan.....	11	50.19
Cost of translations, military governor's office.....	11	25.00	Subscription, newspapers.....	11	3.75
Engrossing letters of appointment.....	11	8.00	Despatching mails, military governor's office.....	11	13.34
			Total.....		1,706.61

ANALYSIS, COLUMN 27.

Medical treatment, in Havana of a Porto Rican, bitten by a mad dog, and transportation.....	29	\$95.36	Expenses investigation municipal affairs.....	11	\$11.00
Indemnity to prisoner for unlawful detention.....	13	14.40	Payment for right of way, public road.....	25	180.00
Payment for horse killed by government wagon.....	11	16.80	Purchase of safe, internal-revenue collector.....	19	90.00
Meals, person detained on United States transport.....	11	2.04	Reimbursement solicitor-general for cost Official Gazette—his office.....	13	16.95
Clothing for prisoners.....	24	238.06	Rent for storage, court records.....	23	32.40
Drugs for poor.....	29	61.98	Expenses of court at Hormigueros.....	23	26.50
Transportation, relief supplies.....	22	115.25	Total.....		1,013.74
Cleaning cesspools, San Juan.....	29	52.00			
Hotel expenses, Secretary of War, April, 1899.....	11	61.00			

N. B.—These analyses of columns 8, 9, 10, 11, and 27, were added to auditor's summary by Gen. Geo. W. Davis.

IV. MISCELLANEOUS RECEIPTS FROM SUNDRY SOURCES.

The miscellaneous receipts from sundry sources, amounting to \$26,531.29, as stated in item 5, on page 2 of this report, are classified as follows:

1. Fees and fines, United States provisional court.....	\$5,995.52
2. Licenses to carry arms, fines for infringement, and sales of confiscated arms, deposited by the treasurer and by the receiver of the treasurer's office.....	2,443.96
3. Fees for certificates to do insurance business in Porto Rico and for renewals of the same.....	1,500.50
4. Tax on oleomargarine, playing cards, and fees for certificates deposited by collectors of customs acting as collectors of internal revenue.....	803.48
5. Fees for sundry licenses granted by military government.....	23.71
6. Fees for certification of official papers and documents and for copies (deposited directly with the treasurer by individuals).....	11.65
7. Fees for patents and trade-marks, and registration of same (deposited directly with the treasurer).....	491.50
8. Fees for licenses to practice medicine and for examinations.....	1,520.08
9. Port charges, deposited by collector of customs at Mayaguez.....	1,559.15
10. Rents and sundry receipts pertaining to harbor works.....	1,359.84
11. Rent engineer's warehouse, paid by Finlay Brothers, San Juan.....	135.33
12. Proceeds of sundry sales of insular property.....	1,104.49
13. Proceeds of sale of dredge, at Habana.....	4,323.18
14. Proceeds of sales of text-books, insular board of education.....	673.59
15. Receipts from secondary institute, trade school, etc., insular board of education.....	2,313.14
16. Receipts from pay patients, insane asylum.....	512.50
17. Receipts from convict labor, penitentiary.....	43.20
18. Receipts from payments on State promissory notes, deposited directly with the treasurer.....	677.20
19. Receipts from Banco Español, escheated estate.....	762.98
20. Receipts for payment on title to mines, deposited directly with the treasurer.....	29.40

21. Receipts for purchase money for "unclaimed property," deposited directly with the treasurer	\$36.00
22. Receipts from deposit to cover cost of surveys, deposited by late disbursing officer, board of public works	180.00
23. Deposit for overpayment to laborers, public works .....	.45
24. Deposit for water rents by Maj. Thos. Cruse, quartermaster (this deposit was made before the arrangement to treat the same as repayments to water loan account of the municipality of San Juan, but credit for same has been allowed to the municipality on water loan account)	29.84
25. Deposit by Louis R. Velasquez, late collector at San Juan, to close his account of miscellaneous receipts .....	.60

Total miscellaneous receipts from sundry sources 26,531.29

V. TAX ON OLEOMARGARINE, PLAYING CARDS, AND FEES FOR CERTIFICATES.

The tax on oleomargarine was imposed by General Orders, No. 196, November 29, 1899; the tax on playing cards by General Orders, No. 232, December 30, 1899; and the fees for certificates were prescribed by General Orders, No. 150, September 26, 1899; 176, November 7, 1899, and No. 198, December 2, 1899.

In addition to the sum of \$803.48 received by collectors of customs, acting as collectors of internal revenue, on account of this class of taxes, and deposited to the credit of miscellaneous receipts, as shown in item 4 of the foregoing statement of "miscellaneous receipts from sundry sources," there was also collected the further sum of \$63.02, which was included by the collectors of customs with their regular deposits of customs receipts, as shown in Exhibit A herewith. The total collections for tax on oleomargarine and playing cards and fees for certificates, therefore, amount to \$866.50, classified as follows:

Customs port.	Tax on oleomargarine.	Tax on playing cards.	Fees for certificates.	Total.
San Juan	\$341.34	.....	\$30.00	\$371.34
Ponce	305.76	\$62.40	12.00	380.16
Mayaguez	63.00	.....	.....	63.00
Aguadilla .....	.....	.....	8.00	8.00
Arroyo .....	.....	.....	24.00	24.00
Arecibo	18.00	.....	.....	18.00
Humacao .....	.....	.....	2.00	2.00
Total	728.10	62.40	76.00	866.50

VI. TRUST FUNDS.

The trust funds deposited with the treasurer amount to \$18,193.10, as shown in item 7, page 2 of this report, and are classified under the following heads:

1. Balance of sundry trust funds turned over by the late central treasury of Porto Rico, and deposited with the treasurer by the secretary of finance, July 6, 1899, per treasurer's receipt No. 4	\$4,070.06
2. Deposits to cover expenses of demarcation of mines	369.60
3. Deposits in payments on money bonds of registrars of deeds	336.35
4. Deposits as guaranties on contracts	2,161.78
5. Deposits as guaranties for expenses on petitions for untitled lands	360.00
6. Deposits of moneys belonging to the school teachers' pension fund	8,575.31
7. Deposits of amounts required by the courts as bail bonds	2,320.00

Total trust funds deposited..... 18,193.10

A portion of the above amount was deposited directly with the treasurer by individuals, and the remainder came into the hands of collectors of internal revenue, who accounted for the same, in their accounts of receipts, under the proper head, and included the amounts so received with their deposits with the treasurer. Trust-fund deposits are credited upon the ledgers of the treasurer and auditor, under the general head of miscellaneous receipts, and a separate book of trust funds is kept in the auditor's office, upon which all amounts received as trust funds are entered, and the proper charge made, as the same are paid from time to time, upon settlements made by the auditor and warrants issued thereon.

NOTE.—The name of each individual depositor of trust funds and the respective amounts have been given in the auditor's monthly reports to the Secretary of War.

VII. STATEMENT OF POSTAL RECEIPTS AND EXPENDITURES.

Dr.

Total postal revenues received and deposited with the treasurer as per item 2, page 2 of this report.....	\$63, 072. 13
Transfers from customs receipts to meet deficiencies in postal revenues (for July, August, and September, 1899), the amount of which was subsequently refunded by the Post-Office Department in Washington, as shown in item 4, page 3 of this report.....	\$17, 234. 64
Deposits by director-general of posts of moneys advanced by the Post-Office Department in Washington, to cover deficiencies in postal revenues from October 1, 1899, to April 30, 1900, as shown in item 6, page 2 of this report.....	12, 270. 21
Total deposits for deficiencies in postal revenues.....	29, 504. 85
Deposit by director-general of posts of revenues derived from printing office conducted by him, as shown in item 6, page 2 of this report.....	46. 50
Total receipts	<u>92, 623. 48</u>

Cr.

By disbursements for salaries and expenses of postal service in Porto Rico, from July 1, 1899, to April 30, 1900, as shown in Exhibit D, with this report.....	\$87, 950. 98
Remittance to Postmaster-General, Washington, of unexpended balance of postal revenues, after payment of all expenditures to April 30, 1900, as shown in Exhibit D, with this report.....	4, 672. 50
Total expenditures, including remittance	<u>92, 623. 48</u>

VIII. EXPENDITURES FOR CENSUS OF PORTO RICO.

Amount advanced to disbursing officers, as shown by Exhibit D, with this report.....	\$78, 857. 13
Less repayments by disbursing officers, as shown by Exhibit D.....	7, 279. 26
Amount of disbursements, as shown in Exhibit D, with this report. To which add:	71, 577. 87
Amount paid on claims audited and certified, as shown in Exhibit F, with this report	3, 581. 77
Total expenditures to April 30, 1900.....	<u>75, 159. 64</u>
Classified under the following heads:	
Salaries and per diem of assistant director and salaries of his office force.	8, 565. 60
Salaries of supervisors, enumerators, interpreters, and transient employees	\$59, 359. 45
Less amount refunded by Ricardo Hernandez, supervisor, on account of pay of enumerators.....	30. 00
	<u>59, 329. 45</u>
Traveling expenses of director, assistant director, office employees and supervisors.....	868. 39
Office rent for assistant director and supervisors	357. 00
Telegrams and cablegrams	79. 94
Stationery, blanks, printing, office furniture, and sundry office supplies ..	5, 644. 89
Freight and transportation.....	314. 37
Total expenditures, as above stated.....	<u>75, 159. 64</u>

NOTE.—Since the inauguration of the civil government of Porto Rico, a further claim has been paid on account of the census of Porto Rico for \$40.25, freight on supplies shipped, certified June 4, 1900. This payment swells the total expenditures from insular revenues on account of the census of Porto Rico to this date to \$75,199.89.

WATER LOAN ACCOUNT WITH MUNICIPALITY OF SAN JUAN.

Dr.

To amount advanced by order of Maj. Gen. Guy V. Henry, when military governor, as a loan to the municipality, and charged as such upon the auditor's books \$27,069.60

Cr.

By deposits with the treasurer of Porto Rico of amounts due for water furnished for use of United States Army and Navy at San Juan, and credited as payments on water loan account:	
Deposit to credit of miscellaneous receipts, by Maj. Thomas Cruse, quartermaster, U. S. Army, as stated herein under item 24, in statement of miscellaneous receipts from sundry sources (treasurer's receipt No. 535, October 13, 1899).....	\$29.84
Deposits as repayments to custom receipts:	
By Maj. Thomas Cruse, quartermaster, U. S. Army	\$5,848.12
By officers United States Navy.....	92.88
Total repayments, as shown in item 11, page 5, of this report	5,941.00
Total deposits with treasurer.....	5,970.84
By credits allowed for water furnished to buildings occupied by civil departments, under the late military government, on vouchers approved by president of board of public works.....	1,708.90
Balance due from municipality of San Juan, on account certified May 31, 1900.....	19,389.86
Total	27,069.60

NOTE.—Since the audit certified on May 31, 1900, two further deposits have been made:

By T. J. Arms, assistant paymaster, U. S. Navy, treasurer's receipt No. 58, June 1, 1900	\$15.55
By T. J. Arms, assistant paymaster, U. S. Navy, treasurer's receipt No. 194, July 3, 1900.....	16.56
Total	32.11

The preparation of the foregoing report and the exhibits therewith has required a careful and critical examination of the general account of receipts and expenditures and also of the official audits of individual accounts for revenues collected and for disbursements made.

The results set forth in the tabulated statements afford a satisfactory and rigorous test of the accuracy of the balances certified on the original audits, which, I am gratified to note, have been found correct in every instance, and no revision or change in any account as audited and certified has been required or made. In this connection it is but just to commend the accountants, bookkeepers, and clerks of the auditor's office for the efficiency and accuracy with which their duties have been performed.

The explanatory remarks accompanying the tabulated statements of the audits of internal-revenue accounts show that these accounts were, with few exceptions, rendered imperfectly, especially in the matter of making deposits. Nearly all of this class of accounts are rendered in the Spanish language, and most of the vouchers accompanying the customs-revenue accounts are also in Spanish. Their examination requires not only skill in accounting but also familiarity with the Spanish language.

In the examination and settlement of the internal-revenue accounts the results set forth in the official audits and certified balances have been determined, not only by a careful examination of the vouchers and abstracts required to be filed with the accounts, but also by comparing each item of tax collected under the individual name and head with the assessment rolls, involving the examination and comparison of several hundred names and items of tax in each monthly settlement.

Respectfully submitted.

J. R. GARRISON, *Auditor of Porto Rico.*

EXHIBIT 5.

DISTRIBUTION—INSULAR EXPENDITURES.

Demonstration of statement of disbursements, column III, "financial statement," all taken from the auditor's report, September 20, 1900, and his explanatory statements.

[Reference for column heading in demonstration: Exhibit D, auditor's report, referred to as D; Exhibit F, auditor's report, referred to as F; analysis of items of five columns, 8, 9, 10, 11, and 27; Exhibit F, referred to as A, 8, A, 9, etc.]

Item in financial statement.	D.	F.	A, 8.	A, 9.	A, 10.	A, 11.	A, 27.	Total.
11.....	\$29,275.86	\$3,879.85	\$236.50	\$386.16	\$3,831.01	\$1,706.61	\$90.84	\$39,406.83
12.....	37,515.38		133.33					37,648.71
13.....	10,441.81	306.15	33.33	217.15	48.75		31.35	11,078.54
14.....	5,586.53	265.95		77.40	180.25			6,110.13
15.....	20,329.80			10.28	814.57			21,154.65
16.....	1,485.89		385.37					1,871.26
17.....	1,566.92	234.87						1,801.79
18.....	66,443.92			33.55	855.65			67,333.12
19.....	25,259.45	2,300.00					90.00	27,649.45
20.....	92,623.48							92,623.48
21.....	20,150.69			18.25				20,168.94
22.....	27,044.95							27,044.95
23.....	98,559.56		135.61				58.90	98,754.07
24.....	78,078.48		69.33				238.06	78,385.87
25.....	353,567.15	9,635.85					180.00	363,383.00
26.....	18,116.98							18,116.98
27.....	42,040.31							42,040.31
28.....	17,844.82	1,332.75						19,177.57
29.....	10,591.10	1,195.61	36.00				209.34	12,032.05
30.....	210,162.11	2,198.81	125.00					212,485.92
31.....	1,357.36							1,357.36
32.....	47,416.05		23.33				115.25	47,554.63
33.....	129,254.31		819.13					130,173.44
34.....	71,577.87	3,581.77						75,159.64
35.....		1,641.00						1,641.00
36.....								
37.....		4,591.45						4,591.45
38.....		174.40						174.40
39.....		6,571.85						6,571.85
40.....		696.00						696.00
41.....								
42.....	1,000.00							1,000.00
43.....		10,912.03						10,912.03
44.....	4,381.25	503.36						4,884.61
45 total								1,482,884.03

*\$768.70 deducted from the total shown for public instruction in D, A. R., for the reason stated in 8¹, III, A. R.

EXHIBIT 6.

SUMMARIES CUSTOMS ACCOUNTS.

Summary of auditor's statement, dated August 2, 1900, customs receipts of Porto Rico, from American occupation to June 30, 1899.

Receipts from all sources.....	\$1,250,329.84
Which includes:	
Receipts by transfer	\$5,088.90
Amounts collected subsequently to June 30, 1899 ...	5,757.58
	<u>10,846.48</u>
Net collections from customs previous to June 30, 1899.....	1,239,483.36
Charged against these receipts are disbursements made by collectors as follows:	
Salaries, custom-houses	\$62,096.44
Expenses, custom-houses, etc.	11,206.17
Miscellaneous payments	11,488.35
	<u>84,790.96</u>

Included in these charges, under the head of "salaries" and "miscellaneous payments," the auditor reports disbursements as follows:

Repair of buildings.....	\$3,798.02	
Repair of buoys.....	57.00	
Expenses of light-houses.....	742.07	
Naphtha launch.....	1,620.07	
Postal expenses.....	119.59	
Furniture auditor's office.....	137.38	
Quarantine expenses.....	3,675.60	
Customs refunded.....	2,180.18	
Advances to municipalities.....	3,186.55	
Salaries, captains of ports.....	1,786.86	
	<hr/>	\$17,303.30
		<hr/>
		\$67,487.66
		<hr/>
		1,171,995.70

Amount reported and audited by Colonel Heyl, inspector-general, see report that officer, pp. 253-256, General Davis's "Report on Civil Affairs of Porto Rico," October 13, 1899, and statement herewith of Colonel Heyl, dated October 28, 1899.

SUMMARY OF THE RESULTS OF THE EXAMINATION AND AUDIT, REPORTED BY LIEUT. COL. C. H. HEYL, INSPECTOR-GENERAL, ON OCTOBER 17, 21, AND 28, 1899.

The report and statement of October 17 and 21 were printed in General Davis's "Report on civil affairs of Porto Rico," dated October 13, 1899. Colonel Heyl's statement of October 28 is herewith. Two classes of expenditures are shown: (a) Those reported by disbursing officers to whom advances had been made for disbursement by authority of the military governor, and (b) certain expenditures included by customs officers in their disbursements for custom-house expenses, but which were inaccurately charged as such. (See footnote by Colonel Heyl at bottom of page 256, report on civil affairs; also see "remarks," statement of auditor of Porto Rico, August 2, 1900. In all cases where the auditor's figures differ from those of Colonel Heyl, the former are used in this summary.)

Customs funds to be accounted for after deducting from the aggregate of.....	\$1,250,329.84
Reported by the auditor, the sum of.....	10,846.48
	<hr/>
As shown before in summary of auditor's statement, leaving net customs collections.....	1,239,483.36

DISBURSEMENTS.

11. General expenses:

Pay of clerks, office military governor:	
Total payments thereto (Heyl).....	\$12,319.09
Refundments of overpayments deducted.....	37.28
	<hr/>
	\$12,281.81
Preparing exhibits for exposition (Heyl).....	1,100.00
Cost of official receptions at governor's residence, authorized by the Secretary of War (Heyl).....	300.00
Printing, binding, and stationery (Heyl).....	2,905.89
Expenses of insular commission (Heyl).....	454.97
Pay of captains of ports (Heyl).....	\$107.35
Pay of captains of ports (auditor).....	1,786.86
	<hr/>
	1,894.21
Miscellaneous incidental expenses (Heyl).....	1,000.51
Purchase naphtha launch (auditor).....	1,620.07
	<hr/>
	21,557.46

13. Judicial expenses:

Witness fees, military commission (Heyl).....	\$678.35
Legal services (Heyl).....	120.30
	<hr/>
	798.65

15. Auditor's office expenses:

(Heyl) \$1,886.82—\$135.89=.....	\$1,750.93
(Auditor).....	137.36
	<hr/>
	1,888.29

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18. Collection of customs (auditor).....	\$67,489.90	
20. Postal service (auditor).....	119.59	
24. Prisons and jails (Heyl)	1,676.70	
25. Public works:		
Department public works, roads, and		
bridges (Heyl).....	\$397,243.31	
Repair of buildings (auditor)	3,798.02	
		401,041.33
26. Harbor work, San Juan (Heyl)		3,901.34
27. Light-houses and buoys:		
(Heyl) \$14,286.97—\$815.52=.....	13,471.45	
(Auditor) \$742.07+\$57.00=.....	799.07	
		14,270.52
28. Quarantine service (Heyl)		6,457.82
29. Health, vaccination, and S. P. C. A.:		
Sanitary work, San Juan (Heyl)	\$15,360.85	
Vaccination of the people (Heyl)	28,413.21	
		43,774.06
30. Public instruction (Heyl)		2,727.18
32. Charities (Heyl)		8,539.35
33. Insular and municipal police (Heyl).....		50,808.18
39. Customs duties refunded, overpayments (Heyl).....		2,180.18
41. Advances, order of commanding generals:		
To the army (Heyl).....	\$24,025.00	
To municipalities (auditor)	3,186.55	
To individuals (to balance)	943.46	
		28,155.01
42. Loans to municipalities:		
San Juan waterworks (Heyl)	27,069.60	
Mayaguez sewer system (Heyl)	597.07	
Aguadilla jail repairs (Heyl).....	1,413.08	
		29,079.75
43. Provincial deputation:		
Proceeds of the "consumo" tax (Heyl).....	43,434.82	
45. Total disbursements		\$727,900.13
Balances remaining		511,583.23
Accounted for as follows:		
In hands of military officers	\$30,678.76	
(See item 6, II, A. R.)		
In hands of collectors of customs	30,451.64	
(Consisting of balances as of date June 30, 1899, see		
14—"A.")		
In hands treasurer, Porto Rico (Heyl), (Auditor, 11, I)..	450,452.83	
		\$511,583.23

NOTE.—The only entry requiring further explanation is the one under "Advances, order of the commanding general," of \$943.46. In this connection see remarks of Colonel Heyl on this subject in his report on civil affairs (p. 254.) At the time Colonel Heyl made his report the amount to which his remarks applied was but \$139.74, but at that time the official audit had not been completed. The total collections were found to have been greater by several hundred dollars than the aggregate Colonel Heyl was considering, and this results in the raising of the amount for which vouchers have not been found to the amount stated above, and this was probably due to the fact, adverted to by Colonel Heyl, that some of the volunteer officers to whom advances were authorized and others who received moneys by transfer did not realize the importance of making and preserving vouchers showing all their transactions.

EXHIBIT 7.

EXPLANATORY STATEMENT WITH THE AUDITOR'S REPORT OF AUGUST 2, 1900, OF THE AUDITED RECEIPTS AND DISBURSEMENTS OF THE CUSTOMS SERVICE OF PORTO RICO FROM THE DATE OF AMERICAN OCCUPATION TO JUNE 30, 1899.

I.

The total receipts from all sources, as shown in the above-named report, after deducting \$5,088.90 transfer of funds are..... \$1, 245, 240. 94
As stated in the report of W. W. Barre, assistant auditor of customs, dated October 25, 1899, the total receipts, after deducting said transfer of \$5,088.90, are..... 1, 238, 535. 93

Increased amount charged, as shown by report of August 2, 1900..... 6, 705. 01

Arising as follows:

1. Short charge of total receipts as given in report of October 25, 1899, viz, \$1,238,535.93; the correct amount should be \$1,238,536.33; difference 40
2. Amount of auditor's differences collected and deposited, charged in the total receipts, as given in the report of August 2, 1900, but not included therein in Mr. Barre's report of October 25, 1899, viz:

Salvador Brau, collector at San Juan.....	\$1, 092. 31
Maj. James A. Buchanan, collector at San Juan....	1, 471. 07
Maj. F. A. Hill, collector at Ponce.....	947. 03
Do.....	1, 559. 29
Capt. E. D. Smith, collector at Ponce	369. 55
Maj. A. L. Myers, collector at Ponce.....	376. 90
Capt. James A. Buchanan, collector at Mayaguez...	242. 47
Capt. P. M. B. Travis, collector at Mayaguez	645. 99
	6, 704. 61

Increased amount charged, as above stated 6, 705. 01

NOTE.—The short charge of 40 cents in the total receipts given in Mr. Barre's report of October 25, 1899, is thus explained:

In said report the total receipts from Ponce were stated as \$13.13 less than the true amount, which has been charged up in the report of August 2, 1900.

- In the report of October 25, 1899, no notice was taken of the deposit made by Lieut. Col. F. A. Hill, April 2, 1899, with Maj. James A. Buchanan, as collector for Porto Rico..... \$48. 37
1. As against this omission the balance on hand in the Ponce custom-house was reported as \$2,483 instead of \$2,450, the difference of \$33 being included in the above-named deposit of \$48.37..... 33. 00
 2. And in the making up of the report of October 25, 1899, the auditor's differences therein reported as allowed were not deducted from the collections charged, but included therein, making an overcharge of \$12.73, as follows:

Auditor's differences, Arecibo	\$3. 13
Auditor's differences, Humacao	8. 76
Auditor's differences, Vieques.....	.84
	12. 73
 3. In the report of October 25, 1899, the sum of \$2.24, which properly belonged to deposits, was, by error, included in the disbursements for expenses, making the disbursements \$2.24 in excess, and the deposits \$2.24 short; this has been corrected in report of August 2, 1900..... 2. 24
47. 97
- Short charge of deposits* (in report of October 25, 1899) explained..... 40

The result of the foregoing explanation is that the receipts from Ponce were reported as \$13.13 less than the correct amount, in Mr. Barre's report of October 25, 1899, and those from Arecibo, Humacao, and Vieques were reported as \$12.73 more than the true amount, making the net shortage in charging up the total receipts in said report 40 cents.

II.

The sum of \$30,511.04, stated in the aforementioned report of Mr. Barre, of October 25, 1899, as the amount of balances due to the military government at that time, is thus accounted for:

1. Deposits with collector of Porto Rico:		
Lieut. Col. F. A. Hill (part of deposit of \$48.37, before referred to)...	\$33.00	
2. Deposits with treasurer:		
From custom-house—		
Ponce	\$2,450.00	
Mayaguez	15,162.41	
Aguadilla	5,717.94	
Arecibo	68.80	
Arroyo	5,510.83	
Humacao	614.95	
Farjardo	926.71	
Vieques	13.67	
		30,465.31
3. Allowances of auditor's differences on explanation (included as part of the balances stated in Mr. Barre's report):		
Arecibo	3.13	
Humacao	8.76	
Vieques .....	.84	
		12.73
Total		30,511.04

Amount of balances reported as due to the military government of Porto Rico, in Mr. Barre's report of October 25, 1900	\$30,511.04
Balance, from June 30, 1899, deposited, as stated in auditor's report of September 20, 1900, of receipts and expenditures, from July 1, 1899, to April 30, 1900	30,451.64
Difference	59.40

Explained as follows:

1. Overcharge in report of October 25, 1899, of balances due from custom-house at Ponce as \$2,483, instead of \$2,450; the difference of \$33 was included in the total deposit of \$48.37, made by Lieut. Col. F. A. Hill, with the collector for Porto Rico, April 2, 1899, as before explained, and hence was improperly included as part of the balance on hand October 25, 1899	\$33.00
2. Amount of auditor's differences allowed on vouchers and explanations, as stated in Mr. Barre's report of October 25, 1899, but which were not deducted from the amounts reported as balances on hand, viz:	
Arecibo	\$3.13
Humacao	8.76
Vieques .....	.84
	12.73
3. Deposit by collector at Vieques for \$13.67, not included in report of September 20, 1900, among the balances from June 30, 1899, but reported as "deposits of customs revenues prior to July 1, 1899," and included in the total deposits of \$20.68 reported from said port (viz, \$7.01 and \$13.67)	13.67
Difference explained	59.40

III.

The auditor's differences of \$13,853.86, stated in Mr. Barre's report of October 25, 1899, as pending adjustment, have all been adjusted and the differences removed, as follows:

1. Amount allowed on explanations	\$8,230.34
Deposits with treasurer of Porto Rico:	
2. Prior to July 1, 1899—	
Portion of said difference included in the deposit of Lieut. Col. F. A. Hill, of \$48.37, with the collector at Porto Rico, of April 2, 1899, which was not considered in Mr. Barre's report of October 25, 1899, of	\$12.93
Deposit with treasurer of Porto Rico, May 19, 1899, by check of T. M. Cooke, for auditor's differences collected on account of Lieut. Col. F. A. Hill	947.03
	959.96

*NOTE:—The actual auditor's difference in the Arecibo account was \$3.15, but as there was over-deposits in said account, amounting, to 2 cents, only \$3.13 were credited as auditor's differences.

Deposits with treasurer of Porto Rico—Continued.

3. Subsequent to July 1, 1899—

Account of Maj. Jas. A. Buchanan, as collector at San Juan, auditor's differences collected	\$1,471.07	
Account of Lieut. Col. F. A. Hill, collector at Ponce, auditor's differences collected	1,559.29	
Account of Capt. E. D. Smith, collector at Ponce, auditor's differences collected	369.55	
Account of Maj. A. L. Meyers, collector at Ponce auditor's differences collected	\$376.90	
Less amount charged by supplemental settlement subsequent to report of Mr. Barre, of October 25, 1899, included in amount of deposits	1.73	
		375.17
Account of Capt. Jas. A. Buchanan, as collector at Mayaguez, auditor's differences collected	242.47	
Account of Capt. P. B. M. Travis, collector at Mayaguez, auditor's differences collected	645.99	
		\$4,663.54
4. Amount of overdeposits by Maj. Jas. A. Buchanan, as collector at San Juan, with DeFord & Co., for February, 1899, 1 cent, and for April, 1899, 1 cent, total 2 cents, taken out of the amount deposited by him for auditor's differences .....		.02
Total, as above stated		13,853.86

IV.

The total deposits with the treasurer subsequent to July 1, 1899, on account of auditor's differences in customs account prior to that date amount to.. 5,757.58

As follows:

1. Deposit of auditor's difference, account of Salvador Brau, audited prior to October 25, 1899, deposited after July 1, 1899	1,092.31	
2. Auditor's differences, collected and deposited subsequent to July 1, 1899, as shown in previous statement, item No. 3, namely:		
Maj. Jas. A. Buchanan, San Juan	\$1,471.07	
Lieut. Col. F. A. Hill, Ponce	1,559.29	
Capt. E. D. Smith, Ponce	369.55	
Maj. A. L. Myers, Ponce	375.17	
Capt. Jas. A. Buchanan, Mayaguez	242.47	
Capt. P. B. M. Travis	645.99	
		4,663.54
3. Auditor's difference charged up to Maj. A. L. Myers, as collector at Ponce subsequent to Mr. Barre's report of October 25, 1899, and collected and deposited		1.73
Total deposits of auditor's differences subsequent to July 1, 1899 ..		5,757.58

EXHIBIT 8.

STATEMENT OF RECEIPTS AND EXPENDITURES OF THE INSULAR TREASURY FOR THE LAST HALF OF THE PRESENT CENTURY.

Years.	Receipts.	Expenditures.
<i>Calendar.</i>		
1850	\$1,709,170.08	\$1,665,588.86
1851	1,422,291.06	1,457,044.96
1852	1,632,106.96	1,478,447.50
1853	1,548,311.75	1,608,173.89
1854	1,645,812.29	1,716,219.63
1855	2,208,751.78	2,282,483.01
1856 and first 6 months 1857	3,655,983.32	2,947,630.42
Last 6 months 1857 and 1858	3,396,804.07	2,845,437.12
1859	2,290,121.87	2,301,178.00

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STATEMENT OF RECEIPTS AND EXPENDITURES OF THE INSULAR TREASURY FOR THE LAST HALF OF THE PRESENT CENTURY—Continued.

Years.	Receipts.	Expenditures.
<i>Calendar—Continued.</i>		
1860	\$2,316,095.92	\$2,684,746.44
1861	2,881,128.86	2,580,320.13
1862	4,338,136.58	.....
1863, first 6 months .....	.....	4,024,964.15
<i>Fiscal.</i>		
1863-64	3,047,908.44	2,440,999.84
1864-65	3,490,963.00	3,074,278.00
1865-66	3,371,752.00	3,249,172.50
1866-67	3,468,390.00	3,305,809.00
1867-68	3,396,485.00	3,183,790.00
1868-69	3,728,418.50	3,839,102.50
1869-70	3,728,418.50	3,839,102.50
1870-71	2,630,000.00	1,943,081.20
1871-72	2,630,000.00	1,943,081.20
1872-73	2,630,000.00	1,943,081.20
1873-74	2,630,000.00	1,943,081.20
1874-75	3,504,904.00	4,836,201.62
1875-76	3,504,904.00	4,836,201.62
1876-77	3,504,904.00	4,836,201.63
1877-78	3,727,710.00	5,105,783.94
1878-79	3,531,830.00	3,686,098.48
1879-80	3,531,830.00	3,331,962.30
1880-81	3,786,650.00	3,615,063.22
1881-82	3,786,650.00	3,615,063.22
1882-83	3,920,084.00	3,864,614.59
1883-84	3,863,376.00	3,926,667.97
1884-85	3,863,376.00	3,926,667.97
1885-86	3,859,562.00	3,844,012.75
1886-87	3,819,124.00	3,898,612.47
1887-88	3,819,124.00	3,898,612.47
1888-89	3,723,600.00	3,859,055.82
1889-90	3,723,600.00	3,859,055.60
1890-91	3,683,100.00	3,633,586.60
1891-92	3,683,100.00	3,630,048.66
1892-93	3,647,300.00	3,768,530.26
1893-94	4,035,931.00	3,976,500.08
1894-95	3,967,875.00	3,973,575.40
1895-96	3,947,875.00	3,907,998.43
1896-97	4,710,000.00	4,448,127.71
1897-98	3,939,500.00	3,536,342.19
1898-99	4,782,500.00	4,446,952.31
1899-1900	4,118,040.00	3,176,675.70

EXHIBIT 9.

DEPOSITS AND BONDS.

The cash deposits and security bonds intrusted to the insular treasury under the Spanish administration were not accounted for when the Spanish officials took their departure. On November 16, 1898, about the time that I was appointed secretary of finance by Maj. Gen. John R. Brooke, commanding the department, an examination was made of the central treasury of the island, but the deposits and security cash bonds could not be accounted for. Following is the liquidation:

Assets:

American bank notes, at 100 per cent	\$998.00
Bronze coin .....	.76
Gold, a piece worth	3.80
Cash	1,002.56
Promissory notes	19,558.76
Slaves' certificates	5,500.00
Mortgage bonds as securities	132,872.50
Total	158,933.82

Liabilities:

Personnel and material of the department of public works	1,391.77
Personnel and material of the penitentiary	212.93
Personnel and material of the civil institute	25.00
Personnel and material of the church	1,490.40

Liabilities—Continued.

Pensioners (18 days of the month of October)	\$5,000. 00
Judicial deposits	6. 33
Government deposits	166. 26
5 years premium due Sr. Enrique Alvarez Perez	500. 00
Expenses incurred in the construction of the "Principe de Asturias" bridge	3,892. 60
Total	12,685. 29

As a result of the above, a Venezuelan gold piece, worth \$3.80, from a judicial deposit, and 76 cents in bronze coin was all that was turned over to me.

On the day following that in which this transfer was made and also the date of the publication of the aforesaid liquidation, I received a letter from Sr. Carlos B. Meltz, an agent of a life insurance company, called "The Sun of Canada," inquiring whether my predecessor had turned over to me the amount of \$2,000, for which he had given bonds to the treasury of the island as a guaranty of good faith while acting as agent of the insurance company.

Several like claims were subsequently received from various parties. There is not, however, positive knowledge of the total amount of deposits and securities in cash received by the treasury under the Spanish administration, due to the peculiar system they had of accounting.

The Spanish administrative laws provide for the use of these deposits and cash securities in the general transaction of the treasury, there existing but one common fund. (See decree issued by the financial department of the colonies, dated September 12, 1870, and additional instructions for its execution given on October 4 of the same year.)

There also exist, in contradiction with this absurd unlimited power that the Spanish administrative laws give the heads of the department of the treasury in Porto Rico, whereby they are authorized to put the deposits and securities given by private individuals into circulation as public funds, the provisions of article 404 of the Penal Code, which provides for the punishment of any public official who gives the funds or property intrusted to his custody a different application to that under which they were assigned. The fact that a penalty exists in such cases was once more confirmed by the sentence pronounced by the Spanish supreme court on December 10, 1885.

It would not be just that those who have deposited such moneys and securities with the treasury, for which they hold the corresponding receipts, should be prejudiced thereby.

It is neither just that I, in my capacity as secretary of finance under the American administration, should accept a responsibility which lies entirely with the former superintendents and secretaries of the treasury, or, more properly speaking, with the Spanish Government.

There was but one public treasury in the island under Spain from which the expenses of the army and navy were defrayed, and it is a well-known fact, as was so stated by the Madrid newspapers, that General Macias turned over to the Spanish Government \$91,000 and Commodore Villarino \$46,000 as a surplus at the time when it was announced in the Official Gazette, of October 12, that the expenses of the colony had been paid up to the 17th of the same month. This, however, appears to be impossible, from the fact that the debts of the island could not have been paid off within the following five days of the time stated. The referred-to funds should have been deposited with the treasury until a final liquidation had been made.

Even on the presumption that the provisions of the Penal Code had not been observed, it would have been impracticable for General Macias and Villarino to find any legal pretence under the administrative laws to justify the disposition they made of funds which pertained to the treasury of the island. The only reason they gave for such action was that the debts of the island had been fully met. Otherwise it would have necessitated a liquidation of funds as provided for in the already mentioned decree and instructions.

This matter was submitted to the consideration of the council of secretaries presided over by Major General Brooke, who decided that an individual safe be assigned for this particular purpose, and that such funds as deposits and securities in cash should not thereafter be mingled with the general funds of the treasury. It was also decided to make an investigation of the total amount of deposits and securities in cash received during the Spanish sovereignty.

The undersigned secretary of finance therefore begs to submit the foregoing facts, in compliance with the decision of the referred-to council, which was approved by Major General Brooke, commanding the department.

CAYETANO COLL Y TOSTE,
Secretary of Finance.

Government deposits.

Depositors.	Amount deposited.	Depositors.	Amount deposited.
Carlos B. Meltz.....	\$1,900.00	Carlos Armstrong.....	\$6.08
President board of harbor works, Ponce.....	27,503.06	Jose M. Rossy.....	35.00
Eduardo Conrado Palau.....	2,934.70	Do.....	35.00
Felix Dasi Rodriguez.....	1,815.40	Do.....	15.00
Miguel Arribas.....	8,752.63	Do.....	15.00
Teresa Martinez.....	212.61	Do.....	15.00
Fire insurance company.....	631.82	Salvador Calaf.....	5.88
Arturo de la Cruz, for Enrique Huisch	5,228.92	Municipality of Rio Grande.....	100.00
Municipality of Coamo.....	179.40	Rafael Iriarte, for J. Buil Still.....	37.50
Enrique Acosta, alcalde of Rio Piedras	135.40	Do.....	5.00
Francisco Escute, alcalde of Juncos.....	11.50	Daubon & Co., for Fontela, Vicente & Co., Fajardo.....	\$22.00
The alcalde of Barranquitas.....	67.80	Francisco Gimenez, for Francisco Es- calona.....	40.68
Municipality of Cayey.....	138.13	Cerecedo Hms. & Co.....	101.87
Rafael Iriarte.....	41.85	Do.....	100.80
Do.....	41.22	Sobrinos de Ezquiaga.....	885.46
Ramon Valdes Cobian.....	37.22	Francisco Collado.....	151.52
Municipality of Corozal.....	194.70	Carlos Iglesias.....	334.00
Do.....	34.75	Manuel Diaz Caneja, contractor.....	100.00
Do.....	85.60	Do.....	20.00
Alcalde de Fajardo.....	33.42	Do.....	9.52
Sandalio Charbonier.....	90.83	Rafael Iriarte, agent.....	37.50
Francisco Mejia.....	4.21	Paul Van Sykel, agent.....	17.10
Municipality of Hormigueros.....	32.82	Jose Yzern, for the clergy.....	39.90
Do.....	32.86	Arturo F. Sanjurjo.....	325.55
Emilio Montilla, disbursing officer, deputation.....	97.85	Gonzalez Hermanos, contractors.....	47.87
Do.....	151.00	Jose Ruiz, for N. Llauri.....	60.00
Antonio Salgado.....	9.09	Do.....	60.00
Arturo F. Sanjurjo.....	72.84	Manuel Adell.....	20.00
The Spanish Bank, for Lorenzo Roses	104.25	Santiago Oppenheimer and Otto Hoffman.....	70.00
Pascual Fernandez.....	1.16	Juan Blanch.....	27.51
Roses & Co., Arecibo.....	292.00	Joaquin Alba y Ovañez.....	26.11
Jose Garriga, alcalde.....	100.00	Semldey and Antonetty and Regan- tes of Salinas.....	115.00
Leonardo Echevarria, for Casellas & Co.....	15.70	Francisco Gautier, for Antonio Moli- nas.....	25.00
Victoria A. Garcia.....	11.31	Jose Usura.....	175.00
Eduardo Vallencamp, for Juan Ser- ralles.....	8.45	The secretary of state.....	16.00
Ludwig Duplace.....	41.83	Ignacio Gonzalez Lazaro.....	31.68
B. Mayol & Co., Utuado.....	.43	Do.....	31.68
Guadalupe Sanchez Torreandreo.....	7.41	Jose Iriarte, for artillery battalion.....	2.41
Luis Rubert.....	11.77	Chief of the bureau of roads and mines.....	60.00
Sobrinos de Ezquiaga, for municip- ality of Morovis.....	69.24	Wenceslao Borda, for Luisa Lugkist.....	71.25
Pedro Arzuaga, for Mateo Munitiz.....	1.96	Collector and auditor of customs, San Juan.....	46.65
Heriberto Garcia de Quevedo.....	.70	Do.....	24.68
Leonardo Echeagaray, for Juan Cas- ellas.....	7.93	Do.....	12.79
Francisco Caldas, agent.....	6.03	Do.....	128.50
Jose Lazaro, for Alejo Laracuenta.....	10.76	Do.....	72.90
Jose Lazaro, for A. Laracuenta.....	3.67	Ramon B. Lopez.....	9.50
Francisco M. Puron.....	1.30		
Alfredo L. Collado.....	540.00		
Carlos Armstrong.....	64.66		
Miguel Porrata Doria.....	60.00		
Municipality of Humacao.....	355.99		
Jose M. Rossy, for Francisco P. Duperon.....	14.11		
		Total.....	56,107.28

Judicial deposits.

Depositors.	Amount de- posited in Spanish currency.	Depositors.	Amount de- posited in Spanish currency.
Ramon Cortada.....	\$15,215.12	Jose M. Sanjuan, clerk district court..	\$342.00
Carlos Ronco.....	3.16	Maximino Aybar, clerk district court.....	24.40
Dolores Noriega.....	5.94	Manuel Areizaga, by Cecilia Esparga.	12.47
District court, Mayaguez.....	490.00	Jose M. Sanjuan, clerk district court, San Juan.....	976.22
Ana Morales.....	10.00	Esteban Calderon, clerk district court, San Juan.....	8.33
District court of Mayaguez.....	776.80	Francisco Garcia.....	31.80
District court of Humacao.....	4.74	Manuel J. Calderon.....	73.63
Maximino Aybar, procurator.....	2.20	Juan B. de Torres, for Marquez and Machicote.....	51.30
Manuel Carbia.....	150.00	Jose C. Diaz.....	19.20
Maximino Aybar, procurator.....	50.00	Mauricio Guerra.....	2,088.88
Jose M. Sanjuan, clerk district court, San Juan.....	48.45		
Jose Santos Garcia, notary public, San Juan.....	190.38		

Judicial deposits—Continued.

Depositors.	Amount deposited in Spanish currency.	Depositors.	Amount deposited in Spanish currency.
Juan Basillo Nunez	\$451. 60	Rafael Iriarte	\$302. 01
Jose Palacios	30. 00	Francisco Sabat	18. 75
Pedro Rafael Escalona, notary public	83. 64	Ramon Ramirez, disbursing officer	3. 60
Justo Nieves	218. 88	Arturo F. Sanjurjo, for P. Lopez	3. 17
Jose I. Hernandez	118. 37	Rafael Iriarte, agent	54. 00
Justo Nieves, clerk San Francisco district court	894. 33	Maria G. Sanchez	96. 38
Do	71. 50	Arturo F. Sanjurjo	60. 00
Tomas Caballero, procurator	50. 00	Do	4. 80
Jose Palacios	50. 00	Maria I. Sanchez	7. 41
Justo Nieves, clerk	43. 72	Nicolas Carreras	340. 00
Manuel J. Calderon	17. 40	Miguel C. Vergara	22. 50
Jose Abelardo Cajas	700. 00	Enrique Maranges	120. 00
Enrique Diaz Guizarro, president district court, Humacao	15. 20	Luis Cueto y Gonzalez Quijano	41. 30
Avelino Noya	25. 78	District court of San Juan	27. 00
Pernay district court, Humacao	500. 00	Jose Palacios Echvarria	125. 00
Hernay de Goustine	10. 00	Jose M. Sanjuan, clerk district court	30. 87
Do	10. 00	Francisco Garcia, balliff district court	42. 64
Do	10. 00	Justo Nieves	21. 85
The president district court, Humacao	43. 70	Jose M. Sanjuan, procurator	13. 70
Do	10. 00	Esteban Calderon, clerk district court	10. 68
The president district court, Humacao (through C. Martinez, clerk)	138. 70	Maximino Aybar, clerk district court	74. 23
Do	8. 00	Do	1. 39
Eulalio Garcia	71. 25	Do	6. 27
The president district court, Humacao	9. 04	Justo Nieves	1. 43
The president district court, Humacao (through M. Martinez, clerk)	11, 400. 00	Manuel J. Calderon, clerk district court	47. 00
Rafael P. Campos Moro, secretary supreme court	519. 86	Esteban Cladedon	1. 31
Jose C. Schroder	428. 51	Jose M. Sanjuan	22. 00
Do	478. 00	Jose Gallardo	22. 30
Carmen Power	39. 97	Juan Diaz Sebas	60. 00
Jose Gonzalez Lazaro	25. 08	Manuel N. Hernandez, secretary supreme court	125. 00
Augustin Olivo Parra .....	. 94	Evaristo Velez, procurator for Alemany Bros.	47. 50
Do .....	. 04	Rafael Iriarte, agent	37. 50
Antonio Izu, for the clergy	29. 68	District court, Mayaguez	34. 45
Manuel N. Hernandez, for A. Sarmiento, secretary supreme court	39. 00	Evaristo Velez, procurator	50. 00
District court, San Francisco	27. 00	Jose Manuel Rossy	75. 00
Antonio M. Aldrey, for Carlos M. Risueno	16. 50	District court of cathedral	47. 54
Do	65. 17	Manuel Calderon	63. 81
Gervacio M. Azuarde	246. 59	Roses & Co.	60. 00
Manuel Rosy	250. 00	District court, Mayaguez	28. 07
Aurora G. Liaño	24. 40	Judge, district court, Ponce	23. 75
Manuel Carbia	150. 00	Do	100. 00
J. Lopez Zarate	7. 12	Do	23. 75
Rosario M. Reveron	193. 10	Raymon M. Colon, agent	108. 00
Ignacio Gonzalez Lazaro	1, 020. 87	Avelino Gonzalez	150. 00
Arturo de la Cruz, district clerk	104. 98	Antonio Ma. Aldrey	14. 85
Manuel Ascencio Centeno, register of deeds, San German	596. 23	Do	14. 85
Arturo F. Sanjurjo, for Eusebio de Ayo	288. 00	Do	26. 85
Juan P. Romo, register of deeds of Caguas	10. 00	Antonio F. Sanjurjo, agent	34. 50
Do	40. 00	Santiago Dominguez, disbursing clerk	4. 20
Do	7. 00	Francisco Moll	2, 000. 00
Manuel Ascencio, register of deeds, San Juan	95. 25	Juan B. Nunez, procurator	115. 90
Do	32. 79	Cristobal Ramos	85. 14
Augusto Hernandez, register of deeds, San German	247. 38	Juan B. Nunez	1. 66
Do	514. 86	Miguel Atero	607. 08
Do	83. 50	Francisco Soriano, auxiliary clerk supreme court	166. 86
Rafael Iriarte	9. 81	District court, Mayaguez	1, 101. 83
Do	39. 24	Juan E. Tinajero	17. 32
Agustin Vallejo	4. 40	Arturo F. Sanjurjo, agent	17. 40
Juan Ruiz Romo, register of deeds, Caguas	10. 00	Juan E. Tinajero, agent	18. 40
Do	50. 00	Do	14. 40
Ludwig Duplace, agent	193. 98	Municipal court, Ponce	96. 00
		Arturo F. Sanjurjo, agent	155. 10
		Do	128. 54
		Do	99. 60
		Custom-house, Arecibo	120. 00
		Custom-house, Aguadilla	21. 82
		Arturo Candelas y Rivera	11. 25
		Do	8. 44
		Do	561. 81
		Do	296. 58
		Grand total	49, 740. 47

Fidelity bonds.

Depositors.	Amount deposited.	Depositors.	Amount deposited.
Jose Ramon Vidal	\$3,000.00	Evaristo Alcalá del Olmo	1,000.00
Roque Paniagua	4,694.00	Miguel García Noblejas	571.62
Do	4,920.00	Antonio Arazil	678.00
Do	91.12	Fulgencio Muñoz	500.00
Eduardo G. Gallardo	2,719.00	Francisco F. Porrata	500.00
S. Gonzalez Reguera	2,845.00	Eduardo Alonso	300.00
Antonio M. Cesteros	800.00	Petronila M. Coard and Jose Caraso ..	1,500.00
Jorge A. Diaz	400.00	Cristobal del Rosario	14.26
Tomas Monsanto	500.00	Juan Rovira Pujols	6.24
Luis Munoz Morales	650.00	Juan Rosso	50.00
Do	44.44	Juan B. Blanco	192.00
Jose Beamud	1,500.02	Alfredo Casals	1,200.00
Jose Romero	4.20	Jose Gonzalez Perez	100.00
Feliciano Ocasio	3.66	Sebastian I. Cabrer	1,000.00
Ignacio Pifeiro	27.26	Santo Filippi, for Nirsó Perasso	500.00
Alfredo Vicente	11.40	Candido Ruffin	500.00
Evangelista Rosario, from Dorado ..	11.60	Jose and Vicente Usura	950.00
Jose N. de Molina	30.00	Eduardo Casanova, bail bond	4,000.00
Mullenhoff & Korber, for J. N. Milna ..	10.00	Natalio Gutierrez	500.00
Eduardo A. Solano	400.00	Juan de Jesus	1,000.00
Ramon Valdes, for M. Valdes	400.00	Enrique B. Arias	95.00
Sebastian J. Astor, for Carlos Ereno ..	800.00	Felix Ortiz Renta	148.80
Juan Pla y Gonzalez	400.00	Francisco Alvarez	99.00
Julio Delgado	2,000.00	Do	99.00
Antonio Morera	857.00	Buenaventura Suarez	33.34
Juan Costas	1,000.00	Rogelio Martinez Castro	1,000.00
Valeriano Virella	784.00	Jose Oller Diaz	750.00
Lorenzo Medina	500.00	Santos Filippi, agent	140.00
Juan Lujan y Villanueva	900.00	Tomas Carreras	5.00
Jose B. Geigel	10.00	Adolfo Rieckhoff	1,611.12
Do	790.00	Lorenzo Noa y Geigel, agent	100.00
Do	700.00	Manuel G. Bringas	575.25
Jose I. Beyens	2,500.00	Aquilino F. Izaguirre	5.00
Jose V. Courjots	77.50	Juan Serrano	400.00
Antonio F. Morejon, register of deeds, Mayaguez	447.92	Martin Miranda	400.00
Salvador Brau	7.50	Antonio Zechini	349.84
Jose Marcial Lopez	99.94	Do	321.06
Do	611.93	Julio Miralch	48.60
Saturnino Gonzalez	1,200.00	Manuel Gonzalez Bringas	324.75
Jose Puig Torres	1,100.00	Miguel J. Llaneras	500.00
Do	66.00	Eduardo Casanovas	4,000.00
Eudocio Cuétara	300.00	Jose Pavon, court of Ponce	2,000.00
Jacinto Aqueña, for F. Nidal	1,500.00	Luis G. de la Torre	1,000.00
M. Solis y Conmins	203.70	Leopoldo B. Iturbe	9.00
Do	426.31	Sandalio Charbonnier	7.50
R. Martinez Sapia	500.00	Ramon R. Fuentes	400.00
J. Manuel Rossey, for A. Pasarell	700.00		
		Total	71,027.88

RÉSUMÉ.

Government deposits	\$56,107.28
Judicial deposits	49,740.47
Bonds	71,027.88
Total	176,875.63

NOTE BY DR. COLL.—The United States, by the treaty of Paris (pp. 245 and 262), refused to take upon themselves the obligation of returning deposits and cash bonds which they had not received at the time when they took charge of the territory acquired; hence it is the duty of the Spanish Government to return the referred-to deposits and cash bonds which were not received by the American secretary of finance upon his taking charge of the insular treasury of Porto Rico.

EXHIBIT 10.

A COLLECTION OF PORTO RICAN BUDGETS.

1778.

[Authority Inigo Abbad.—Historia de la Isla Puerto Rico, 1788.]

Income.		Expenditure.	
	<i>Pesos.</i>		<i>Pesos.</i>
Titles.....	17,000	Salaries—	
First fruits.....	2,500	Governor.....	6,000
Customs.....	16,000	The King's lieutenant.....	3,000
Excise.....	4,000	The mayor.....	1,200
Rum tax.....	7,000	2 assistant mayors.....	1,200
Branding slaves.....	1,000	Keeper El Morro.....	380
Deficit.....	249,876	Regiment infantry.....	216,000
		The militia.....	36,000
		The Royal Hospital.....	22,000
		The Hospital Concepcion.....	216
		The comptroller.....	1,200
		The treasurer.....	1,200
		The Superior Guard.....	360
		The inspector.....	360
		The Storehouse Guards.....	480
		The office of legal adviser.....	800
		The 5 treasury officials.....	1,880
		The 12 boatmen for governor.....	1,440
		Collectors and storekeepers.....	1,100
		A physician.....	760
		A druggist.....	760
		A druggist assistant.....	380
		Assistants.....	660
Total.....	297,376	Total.....	297,376

1788.

[Authority—"Voyage to Porto Rico in 1797," by Andres Pedro Ledru, Paris, 1803.]

Income.		Expenditure.	
	<i>Pesos.</i>		<i>Pesos.</i>
Tithes.....	47,683	Salaries:	
Excise.....	5,600	The governor.....	6,000
Customs.....	16,000	The King's lieutenant.....	3,000
Branding of slaves.....	2,000	The mayor.....	1,200
Rum tax.....	10,000	2 assistant mayors, at 700.....	1,200
Land tax.....	1,500	The auditor.....	1,200
		The treasurer.....	1,200
		The superior guards.....	360
		The storehouse guards.....	480
		The office of legal adviser.....	800
		The 5 treasury officials.....	1,880
		The 12 boatmen for governor.....	1,440
		The storekeepers and collectors.....	1,100
		The hospital physician.....	760
		Cost of medicine and drugs.....	1,700
		Expenses of Morro Castle.....	380
		Expenses of regiment of infantry.....	216,000
		Expenses of the militia.....	36,000
		Expenses of the military hospital.....	22,000
		Expenses of the Concepcion Hospital.....	216
Total.....	82,783	Total.....	296,916

Total expenditures.....	<i>Pesos.</i>
Total income.....	296,916
Deficit.....	82,783
	214,133

NOTE BY AUTHOR.—The enormous deficit shown by this statement was covered by the allowance from Mexico and which reached 487,358 pesos, the surplus of same was applied to cover other expenses not included in the foregoing, such as engineering, artillery, cavalry, repair of fortifications and other public works, other regiments of infantry according to the necessity, provisions for clergy, civil administration, courts, etc.

Up to the present time no allowance has been fixed for roads, education, etc.

This is not presented as an exact statement. The public administration of Porto Rico is enveloped in so much cloud and mystery that scarcely can a foreigner penetrate it.—P. L.

A COLLECTION OF PORTO RICAN BUDGETS—Continued.

1819.

[Authority, pp. 356-377, vol. 3—Cordova's Historia de Puerto Rico—San Juan, 1832.]

Income.		Expenditure.	
	<i>Pesos.</i>		<i>Pesos.</i>
Customs	162,067-6-26	Army	36,911-7-13
Permanent incomes	139,434-4-26	Finance	3,278-4-25
Eventual incomes	35,041-4-33	Clergy	2,044-4-30
Land tax	8,483-2-29	Miscellaneous	1,108-6-28
Miscellaneous	48,919-1-18	Miscellaneous	311-1-33
Annual	393,946-1-14	Monthly	37,634-5-27
Annual deficit	57,758-5-14	Annual	451,704-5-18
Total	451,704-5-18		

1850.

[Authority—Manuscript original in possession of Dr. Cayetano Coll y Toste, San Juan.]

Income.		Expenditure.	
	<i>Pesos.</i>		<i>Pesos.</i>
Permanent incomes	324,526.73	Army	1,254,006.07
Rental of property	10,691.10	State	34,973.53
Eventual incomes	1,141,506.89	Navy	25,111.22
Discounts	46,550.53	Finance	288,489.62
	1,523,275.25	Supplemented (finance)	426,340.38
Deficit	678,514.08	Justice	71,368.51
		St. Thomas	1,500.00
Total	2,101,789.33	Total	2,101,789.33

1865-66.

[Authority—Acosta's Historia de Puerto Rico, San Juan, 1866.]

Income.		Expenditure.	
	<i>Pesos.</i>		<i>Pesos.</i>
Revenues and taxes	1,441,034	General obligations	499,375
Customs	3,610,000	Justice	533,272
Permanent incomes	455,620	War, Army	2,655,609
Lottery	1,152,000	Finance	1,560,054
Government property	30,906	Navy	376,659
Eventual incomes	53,944	State	258,634
		Interior	367,942
		Special allotment for extraordinary works	246,800
			6,498,340
Total	6,743,504	Surplus	245,164
		Total	6,743,504

1897-'98.

[Authority—The Presupuesto General de Puerto Rico para 1897-98—Madrid, 1897.]

Income.		Expenditures.	
	<i>Pesos.</i>		<i>Pesos.</i>
Revenues and taxes	576,200.00	General obligations	498,501.60
Customs	3,132,900.00	Justice	423,818.80
Permanent incomes	184,200.00	Army	1,252,377.76
Government property	9,800.00	Treasury	260,800.00
Eventual incomes	36,900.00	Navy	222,668.20
		State and Interior	575,175.83
			3,586,342.19
Total	3,939,500.00	Surplus	403,157.61
		Total	3,939,500.00

A COLLECTION OF PORTO RICAN BUDGETS—Continued.

1898-99.

[Authority—The Presupuestos Generales de Porto Rico, Official Gazette for June, 1898, published in San Juan.]

Income.		Expenditure.	
	<i>Pesos.</i>		<i>Pesos.</i>
Revenues and taxes.....	901,200.00	General obligations	498,501.60
Customs	3,377,900.00	Justice	454,773.80
Permanent incomes.....	312,200.00	Army	1,252,377.76
Government property.....	9,800.00	Finance	225,825.00
Eventual incomes.....	181,900.00	Navy	222,668.20
		Government.....	592,653.83
		Interior	1,210,527.12
			<u>4,457,327.31</u>
		Surplus.....	825,172.69
Total	<u>4,782,500.00</u>	Total	<u>4,782,500.00</u>

MILITARY GOVERNMENT OF PORTO RICO—OFFICIAL BUDGET, FISCAL YEAR 1899-1900.

REVENUE, UNITED STATES CURRENCY.

General taxes:

Agricultural tax.....	\$206,185.00	
Urban tax	78,124.00	
Industrial tax	7,040.00	
Commercial tax	81,355.00	
Impost on mines and salt works	10,659.00	
Fees on property transfers	3,493.00	
Trade-marks and patents.....	150.00	
Fees.....	2,000.00	
Licenses to carry arms.....	4,500.00	
Internal-revenue stamps	500.00	
School tax	50,000.00	
Insurance tax	2,800.00	
Oleomargarine, etc	1,500.00	
		<u>\$448,306.00</u>

Revenues:

Rent of building sites.....	1,582.00	
Rent of rural properties.....	232.00	
Payment of mortgages	941.00	
Payment of promissory notes.....	848.00	
		<u>3,603.00</u>

Eventual receipts:

Fines and forfeitures.....	8,000.00	
Impounded cattle	200.00	
Escheated estates.....	762.00	
Sale of a dredge	4,323.00	
Fees, teachers' institute.....	2,314.00	
Rents, harbor works.....	3,559.00	
Board of insane	1,000.00	
Fajardo for school.....	20,000.00	
Back taxes.....	200,000.00	
		<u>240,158.00</u>

Customs: Import duties, etc.....	1,200,000.00
Posts: Sales of stamps, etc.....	122,541.00

Total	<u>2,014,608.00</u>
Add balance from previous year.....	474,217.00
Total available	<u><u>2,488,825.00</u></u>

EXPENDITURES, 1899-1900.

General expenses:		
Office of military governor	\$8, 100. 00	
Executive mansion	2, 533. 33	
Military headquarters	16, 200. 00	
Civil division	17, 100. 00	
Insular police	167, 118. 00	
Culebra island	1, 000. 00	
	<hr/>	\$212, 051. 33
Department of posts: Personal and material		122, 541. 57
Public health:		
Board of health	13, 425. 00	
Marine hospital	30, 510. 38	
Lepers	8, 336. 80	
Insane	25, 963. 27	
	<hr/>	78, 235. 45
Judiciary:		
Judicial board, solicitor-general's office	28, 310. 00	
Supreme court	32, 040. 00	
United States provisional court	23, 157. 99	
District court, San Juan	19, 980. 00	
District court, Ponce	15, 930. 00	
District court, Mayaguez	15, 930. 00	
District court, Humacao	15, 930. 00	
District court, Arecibo	15, 930. 00	
Municipal courts	22, 680. 00	
	<hr/>	189, 887. 99
Prisons and jails:		
Board of prison control	22, 152. 26	
General expense, prisons	151, 736. 00	
Penitentiary	22, 478. 00	
Jail, San Juan	5, 332. 66	
Jail, Ponce	3, 012. 67	
Jail, Mayaguez	2, 546. 00	
Jail, Arecibo	2, 100. 34	
Jail, Humacao	2, 004. 33	
	<hr/>	211, 363. 26
Office civil secretary:		
Advisory board	3, 200. 00	
Deputation, provincial	1, 300. 00	
Secretary's office	28, 684. 92	
State and municipal	10, 106. 66	
Internal-revenue bureau	14, 740. 00	
Agriculture	6, 140. 00	
Internal-revenue collectors	26, 900. 00	
	<hr/>	91, 071. 58
Audit:		
Internal-revenue branch	12, 236. 25	
Customs	8, 856. 67	
Postal	4, 266. 67	
Expenses	5, 000. 00	
	<hr/>	30, 359. 59
Treasury		7, 966. 00
Customs:		
Chief auditor's office	4, 889. 33	
San Juan	25, 507. 72	
Ponce	24, 466. 86	
Mayaguez	12, 242. 35	
Aguadilla	4, 654. 88	
Arecibo	4, 637. 15	
Arroyo	3, 009. 77	
Humacao	4, 960. 64	
Vieques	85. 12	
Guanica	360. 20	
Fajardo	505. 50	
	<hr/>	85, 319. 52

Public instruction:		
Board of education	\$32,542. 22	
Model training school	18,433. 26	
Library and museum	930. 00	
Industrial and normal school	40,000. 00	
Common schools	237,660. 00	
		\$329,565. 48
Public works:		
Roads, etc	453,370. 66	
Harbors	20,772. 94	
Light-houses	32,489. 37	
Inspection	22,329. 88	
		528,962. 85
Charities:		
Board's office	21,369. 21	
Boys' school	11,365. 18	
Girls' school	12,293. 79	
		45,028. 18
Total		1,932,352. 80

RÉSUMÉ.

Estimated income and resources	2,488,825. 00
Estimated expenditures	1,932,352. 80
Surplus	556,473. 20

EXPLANATORY STATEMENT.

In order that this budget may be understood, a statement is necessary respecting the circumstances attending its preparation, and of its administration.

An estimate of income and expenses was prepared in July, 1899. It counted on an income for the fiscal year of \$1,910,390.14.

Owing to delay in the printing office, and to the fact that, as time advanced, it was seen that a revision was necessary in some of the items, the publication of the budget entire was quoted.

Many important reductions and other changes were made in the customs-tariff schedules, resulting in the addition of a large number of articles to the free list, which has made large inroads upon the customs receipts. In August a hurricane of greater destructiveness than ever before visited the island, swept out of existence over 60 per cent of the current or maturing agricultural productions, besides causing enormous destruction to coffee trees and their shade; also of houses, huts, coffee-cleaning and sugar machinery, roads and bridges; besides, the minor fruits and vegetables, which always form the principal sustenance of the poor, were almost entirely destroyed. The maturing coffee crop was so damaged that the entire production of the island but little more than sufficed for home consumption. An article of export which under normal conditions realized an income of seven or eight million dollars was obliterated, and the purchasing and tax-paying power of the people was correspondingly diminished.

This condition resulted in diminished income to the central treasury in two ways: First, by diminishing importations of a revenue-yielding character; and second, by so impoverishing the people that they could not meet their obligations to either the municipal or central treasuries or to individuals.

The estimated income from local or internal taxes in July was about \$400,000, but before six months had elapsed it was evident that the collections from local taxes on land, industry, and commerce would fall below that figure; but in the revised budget the amounts actually due are stated, though it is nearly certain that the collections will be much less. Under heading of back taxes \$200,000 is due, but present and past collections do not justify the expectation of realizing this year but a small part of this amount. The actual cash revenues may not exceed \$1,500,000, and this is based on the assumption that the customs tariff will not be changed during the remainder of the fiscal year. If pending legislation for Porto Rico should be enacted into law, these figures for customs receipts for the remainder of the year may require further modification and revision.

The estimated expenditure was in July stated at \$1,933,678.91. It has been found that in some branches of the public service the amounts allowed were in excess of the actual requirements. When the estimates were prepared the present military gov-

ernor had been in Porto Rico but two months and it had not been practicable for him to learn what were the real needs. The instrumentalities of administration under the local laws were not familiar to him, and many changes in government and its personnel had to be made, and some of his military and civil assistants were either unfamiliar with their duties or with the conditions brought about by the changes in the statutes.

As the later sheets of the budget were made ready for the printer changes in allowances were made in them, while as respects the sheets which were printed earlier allowances have been made for special budget allotments or reductions. It follows that the estimate of expenditures is in some respects but an approximation, while the actual expenditures for prisons and jails, and for the insular police, are much less than the amounts set down in the budget. The total expenditure is herein stated at \$1,932,352.80, or somewhat less than the original estimate.

Comparing the estimate of revenues and expenditures there will appear a surplus of \$82,256. The expected revenue is stated at \$2,014,608, but for the reasons stated above the actual collections for the year may not exceed \$1,500,000.

There was brought over as a treasury balance from June 30, 1899, the sum of \$474,217. This will be more than sufficient to make up any probable deficit.

GENERAL APPROPRIATIONS CIVIL GOVERNMENT PORTO RICO FOR THE FISCAL YEAR 1901-2,
FROM SPECIAL MESSAGE OF GOVERNOR ALLEN TO THE LEGISLATURE, JULY 4, 1901.

GENERAL APPROPRIATION BILL.

Legislature	\$51,325.00
Office of the governor.....	12,740.00
Insular police.....	204,350.00
Office of the secretary	29,620.00
Office of the attorney-general.....	17,600.00
Board of prison control.....	110,932.21
Office of the treasurer.....	42,160.00
Collectors of internal-revenue.....	69,020.00
Internal-revenue agents.....	37,480.00
Office of the auditor.....	29,360.00
Printing and supply division.....	17,680.00
Office of commissioner of interior.....	22,000.00
Board of public works.....	356,942.00
Board of charities	104,495.00
Superior board of health.....	16,148.00
Department of education.....	501,000.00
Free library.....	2,420.00
Diputación provincial commission.....	1,450.00
Miscellaneous expenditures	75,000.00
United States district court.....	25,880.00
Judiciary of Porto Rico.....	160,650.00
Public pension	1,000.00
	1,889,252.21
Special appropriation bills.....	87,550.00
Total	1,976,802.21

BUDGET OF THE PROVINCIAL DEPUTATION FOR THE FISCAL YEAR 1898-99.

[Authority—Spanish manuscript copy in the treasury archives at San Juan.]

INCOME.

	Pesos.
School of Arts and Trades.....	7,000.00
Beneficiencia workshops.....	3,612.00
The lottery	100,000.00
Share of the taxes collected in municipalities.....	163,981.00
Back taxes.....	50,000.00
Total income.....	324,593.00

EXPENSES.

	Pesos.	
Secretary's office	22,560.00	
Auditor's office	7,945.00	
Treasurer's office	7,235.00	
Clerks, accountants, and employees	23,690.00	Pesos.
		61,430.00
Personal and material for operating the lottery		16,520.00
Beneficencia:		
Personal	20,371.00	
Material	42,391.00	
		62,762.00
Jails		25,000.00
Miscellaneous:		
Care of lands	275.00	
Calamities	1,000.00	
Posters	400.00	
Insurance	300.00	
Cablegrams	3,000.00	
Quit rents	150.00	
Repayments	41,260.00	
Return of overpayments	500.00	
		46,885.00
Outstanding obligations		15,176.00
Public instruction:		
School of Arts and Trades	29,420.00	
College of Escolapios	22,940.00	
Mothers of the Sacred Heart of Jesus	3,000.00	
Academy of Music	1,500.00	
Society for Intellectual Culture	1,000.00	
Pensions	1,200.00	
		59,120.00
Public works:		
Personal	2,500.00	
Material	25,700.00	
		28,200.00
Vaccination		2,400.00
Hospitals and asylums		7,100.00
Total expenditures		324,593.00

RÉSUMÉ.

Estimated income	324,593.00
Estimated expenses	324,593.00

EXHIBIT 11.

"SITUADOS."

[Remittances from Mexico to Porto Rico designated as above were allowances made in obedience to royal order in aid of the defense of Porto Rico.]

Year.	Amount received.	How remitted.	Page of vol. 3, Cordova.
1766	* None.		29
1768	827,008	Not stated	32
1769	470,001	do	33
1770	432,140	do	34
1771	448,000	do	35
1773	490,555	Frigate Perla	39
1774	476,896 4 4	do	40

* Causing great distress.

"SITUADOS"—Continued.

Year.	Amount received.	How admitted.	Page of vol. 3, Cordova.
1775.....	• 150,000	Not stated.....	54
1776.....	225,000	Frigate Caiman.....	41
1777.....	• 225,000	Not stated.....	54
1778.....	487,858	.....do.....	42
1779.....	• 225,000	.....do.....	42-316
1781.....	• 61,438	.....do.....	54
1784.....	400,000	Frigate Rosalia.....	54
1785.....	261,661	Frigate Caiman.....	52
1786.....	579,849 3	Frigate Liebre.....	53
1787.....	351,952 5	Frigate Guadalupe.....	56
1788.....	463,910 1	.....do.....	57
1789.....	384,260 2 23	Not stated.....	59
1789.....	110,968 4 17	Frigate Catalina.....	60
1789.....	121,632	Frigate Venus.....	60
1789.....	257,529 4 13	Frigate Murced.....	60
1790.....	251,264	Frigate Atocha.....	60
1791.....	380,876	Frigate Minerva.....	61
1792.....	188,358	.....do.....	62
1793.....	183,579 4 17	.....do.....	63
1795.....	180,347 7	Frigate Gloria.....	65
1797 to 1815.....	4,408,991 4 26	Not stated.....	210
Total.....	13,044,077 0 32		

*The authority for these receipts is the tabulated statement of Cordova found on pages 54, 315, and 316 of his volume 3, wherein the amounts of "situados" received and expended are reported, but, except for the year 1779, there is no special mention in text of the receipt of the allowance.

EXHIBIT 12.

SAN JUAN, November 26, 1900.

SIR: On February 26, 1900, in accordance with your repeated recommendation to the War Department that expert service should be secured for the revision of the tax system of Porto Rico, I was designated as "special commissioner to revise the laws relating to taxation in Porto Rico," and instructed to proceed to Porto Rico at the earliest date practicable.

In anticipation of the difficulty of securing needed financial reports and documents, and of the general remoteness of the island from bibliographical supplies, it seemed desirable to devote a fortnight prior to my departure from the United States to the collection of documentary material and to personal interview with specialists on public finance. On March 14 I left New York on the transport *Kilpatrick*, and reached San Juan on the 23d instant.

Immediately upon my arrival I presented myself to the military governor of Porto Rico and received detailed explanation of the financial conditions prevailing in Porto Rico and of the need of modification and revision of existing tax laws. Comfortable office quarters were assigned and two capable assistants, Mr. John S. Hord and Mr. Alfred Salomon, were detailed to aid me. Mr. Hord had filled an important clerical position at headquarters and Mr. Salomon had been active as the secretary of the United States special commissioner to Porto Rico. Both were conversant with Spanish and were familiar with Porto Rico and its conditions, and their presence and cooperation added very materially to the facility of the work. Mr. F. Elmore Jones, also employed as a stenographer at headquarters, was transferred, and became the confidential stenographer of the commissioner.

It became at once evident that before any intelligent revision or modification of the existing fiscal system of Porto Rico could be recommended careful and detailed study must be made of the system prevailing prior to the American occupation of the island and of the nature and effect of the material changes introduced under the military government. With this object in view, the efforts of the commissioner were at once directed to an examination of the tax system of Porto Rico during the Spanish period and to the compilation of statistical material in illustration thereof. Translations and digests were made of the insular tax code, and comparative tables were prepared of the budgets of the insular government, of the provincial organization, and of typical municipal districts for the preceding decade. Financial reports

and other documentary material directly bearing upon the inquiry were collected and collated.

This work of research was supplemented by interview with persons intimately acquainted with particular phases of the subject under investigation and by actual visits to typical localities. The commissioner was in daily consultation with the military governor, and to his great fund of detailed information and unfailing readiness in conveying it the largest indebtedness must be recorded.

On April 10 the work of the commissioner had proceeded so far that it became possible to formulate certain general principles upon which it seemed likely that the laws relating to taxation in Porto Rico could be based. These fundamental principles were as follows:

(1) The underlying theory of the system of taxation adopted for Porto Rico should be that every citizen ought to contribute, in the form of taxation, to the support of insular and municipal governments according to his economic faculty or ability. The system of taxation in vogue in Porto Rico prior to American occupation, whatever it may have been in principle, was in practice at complete variance with this theory. The insular treasury derived its largest revenue from import duties on common food products; the municipal treasuries were replenished by octrois or "consumo" taxes on the same commodities. Indirect taxes on the poorer classes, rather than direct taxes on the propertied classes, were thus employed. The new system must break completely from this condition. Not only should its theory be contribution according to ability, but in actual practice there should be close approximation thereto.

(2) In so far as possible, the introduction of novel or unaccustomed fiscal devices should be avoided. The new wine should be poured, to the extent practicable, into old bottles. No respect should be paid for an unworthy law simply because of its long existence; nor should any hesitation be felt in introducing a new but desirable measure. On the other hand, where other things are equal, that form of taxation should be selected to which the native mind and local organization are best fitted. Account should always be taken of the friction and inefficiency which will result from the adoption of unfamiliar fiscal measures.

(3) The administration of the tax laws should be absolute and final. No tax should be adopted which can not be enforced; but a law once adopted, neither evasion nor remission should be tolerated. The defect of the old fiscal régime was inefficient administration as much as unwise laws. The lesson should be taught early and impressively that American tax laws are to be enforced as rigidly and precisely as postal or coinage regulations.

(4) In devising measures for the present fiscal needs of Porto Rico, the possibility of gradual betterment and ultimate perfection of a tax system should be borne in mind. At present the system must be fashioned within the limits imposed by tentative and experimental Congressional legislation. The future will be rich in experience, and in planning a system for immediate needs latitude should be afforded for the modification of the system along the lines suggested by its actual working, without the necessity of early radical reconstruction.

(5) The revenue system of Porto Rico must provide for the fiscal necessities of the insular government and of the municipalities. It is desirable, both for uniformity and for control, that definite correlation in fiscal matters exist between these bodies. In so far as direct taxation be required, the same taxable basis should be employed. Municipal autonomy should have scope in fixing the rates, subject to the general insular control over municipal budgets, rather than in determining the bases of taxation.

(6) The successful working of a tax system is as much a matter of men as of measures. Because of the unfavorable conditions hitherto prevailing, it is of the highest importance that this fact be constantly borne in mind in the reorganization of the finances of Porto Rico, and the administrative force should be selected with the greatest care and deliberation. It should be organized, at the outset, upon a basis of expert qualifications and technical efficiency, and neither prior incumbency nor political prominence should be taken into account.

Upon the basis of these general principles, representing not only the lessons of fiscal science but embodying the experience of enlightened countries in the formulation of systems of public economy, the commissioner then proceeded to draft a preliminary memorandum for the revision of the tax system of Porto Rico. This memorandum was designed as a tentative basis for field work, in verification and in test of the validity of the measures therein proposed. It was contemplated, thereafter to make a thorough tour of the island, studying local conditions, interviewing representatives of all classes and examining into local requirements.

This programme was interrupted by the passage, on April 12, 1900, of the act of Congress establishing civil government in Porto Rico. It became clear that the

work of the commissioner, instead of resulting in a new fiscal system to be established by military orders with the beginning of the fiscal year, July 1, 1900, must be in the nature of recommendations to the civil government for enactment, either by the Congress of the United States or by the insular legislature. Nevertheless, it was evident that need would be felt for careful study of the financial status and prospects of the island, and accordingly, after a consultation with the military governor, the work of the commissioner was continued along the lines already indicated.

The course of events, however, brought the formal existence of the commission to an unexpected termination. On April 27, 1900, the commissioner was unofficially notified of his appointment by the President of the United States as treasurer of Porto Rico and by the provisions of General Orders, No. 102, of April 30, 1900, he was designated "acting treasurer." The formal advice of his appointment and of his confirmation by the Senate of the United States having arrived in sufficient time to permit him to qualify prior to May 1, 1900, he had the honor of assuming the duties of treasurer of Porto Rico on that date. On May 9, 1900, he communicated to the Secretary of War his resignation as "special commissioner to revise the laws relating to taxation," in view of the facts above stated, to take effect on and after April 30, 1900, and on May 21, 1900, he was formally advised by the Secretary of War of the acceptance of this resignation.

In concluding this brief statement of the work projected rather than completed by the commission it may not be amiss to refer to the real significance of the results attained. But for the five weeks' careful and detailed study of the financial conditions and requirements of Porto Rico made as commissioner, any satisfactory fulfillment of the duties of treasurer would have been impossible. Under the military government the treasurer was merely the custodian of public funds. Under the civil government he became, in addition, the administrator of the revenue system of the island, and was formally vested with the central administrative control of the local finances. Upon the organization of the executive council he became the chairman of the committee on finance and appropriation and responsible for the preparation of a revised revenue system. Without the study and experience above referred to these tasks, in their complexity and magnitude, would have been overwhelming. As it was the personnel and the duties of the commission were transferred bodily to the office of the treasurer, and the persons associated with the work of the commission were placed in responsible charge in the new department. If any measure of success should attend the financial administration of Porto Rico under civil government, it would in no small part be due to the sagacity and far-sightedness of the military government in making possible preliminary study of the fiscal problems which confronted American administration in the island.

Very respectfully,

J. H. HOLLANDER,
Treasurer of Porto Rico.

(For some time "special commissioner to revise the laws relating to taxation in Porto Rico.")

Brig. Gen. GEORGE W. DAVIS, U. S. Vols.,
Commanding Department of Porto Rico, San Juan, P. R.

EXHIBIT 13.

ZAMBOANGA, P. I., *August 31, 1901.*

SIR: In the first annual report of the governor of Porto Rico, dated May 1, 1901, which has been published by the Government, I find certain statements and inept comparisons respecting military administration in Porto Rico, and as the last military governor of the island, during whose administration the conditions existed which are made the subject of these inaccurate statements and invidious comparisons, it seems to me that I should place on file in the War Department a statement of my conception of the true facts.

On page 56 of Governor Allen's report I find a statement to the effect that, included in the amount of \$350,905.62, receipt of which balance from the military he acknowledges, was the sum of \$13,145.43 in trust funds. According to my records, the amount of such funds so included in the balance was nearly \$2,000 less than the amount specified, but the question of amount is not important.

On the same page the governor states that the cash receipts from the military government were further reduced by the payment therefrom in liquidation of outstanding debts of the former governments, including those of the "disputation pro-

vincial," the sum of \$40,783.74, and also that the claims filed against the diputation, then May 1, 1901, amounted to \$181,833.76, reducing the unincumbered cash "received from and on account of the military government to \$115,142.69." On page 192, Mr. Hollander, the treasurer of Porto Rico, refers to this payment of \$40,783.74 in liquidation as "properly chargeable to the account of the military government."

Respecting this past and present liquidation to which the governor and his treasurer refer, I have to say that the military government was properly chargeable with so much, and only so much, of the sum of forty-odd thousand dollars as represented indebtedness incurred by that government in ordinary administration, but the indebtedness of the people of Porto Rico to the "provincial diputation" and its indebtedness to municipalities and individuals was not created by the military governor, but was an inheritance.

When the diputation was established by the Crown in 1870, certain lands and buildings belonging to the island were turned over to the newly created body, which was in fact a corporation. In the course of time certain other lands were purchased with the proceeds of local taxation and buildings erected thereon, and when the Americans came the provincial diputation was in possession of property that the Spanish authorities valued at over a million pesos, and which was appraised in August, 1898, by a board of Americans appointed by the military governor, at \$488,000 gold.

At the same time, the "diputation" had "bills receivable" of over \$60,000, and "bills payable" of an unascertainable amount, but believed to amount to about \$200,000. Of this last class of obligations the military government liquidated \$87,813, while the civil government has since paid \$2,877, and Governor Allen states that the aggregate amount of unadjusted claims reaches the further sum of \$181,833.

This sum is referred to "as properly chargeable to the military government." I insist that this is not the fact. Two courses were open to the army officers governing in Porto Rico as respected the "provincial diputation." One was to liquidate its debts from its own abundant assets; the other, to simply do nothing. Had the latter course been pursued Governor Allen would have found this corporation in existence without a penny in its treasury, but he would have been confronted with claims certainly of much greater magnitude than the aggregate of those already paid and remaining unpaid, the aggregate of which would not be less than \$270,000. Nor could it have been urged that these obligations were created by or "on account of" the military government. Instead of pursuing the latter course, active liquidation was instituted, overdue and current revenues were collected, and nearly \$90,000 of claims were paid, and finally a mode and instrumentalities were provided in pursuance of which all affairs could be wound up, leaving assets in the insular treasury several times greater than the outstanding obligations. Yet these obligations, every one of which accrued before the military landed, are classed as debts of the military government, and this classification seems to be the reason why it is asserted that the actual balance of "unincumbered cash received from the military government may be reduced to \$115,142.69," but the governor and his able treasurer apparently are unmindful of the fact (which neither can dispute) that were the real estate assets of the old "diputation" sold, a sum in cash could easily be realized which would not only easily pay the \$180,000 of outstanding claims, but would also swell the balance of \$350,000 to probably half a million.

The reason why the governor presents these figures is not stated, but it would seem that he wishes the readers to realize and not to forget that the civil authorities took over the government from the military with nearly an empty treasury.

The fact is, that of unincumbered cash in the treasury the governor began his administration with \$350,000 (of which sum about 4 per cent was to be used for a special purpose only) and with real estate and bills receivable owned by the provincial deputation, ample in realizable cash to pay every provincial debt twice over. The civil government saw fit to continue the military course, i. e., retain those properties. Those who had been creditors from the time of Spanish rule, of course demanded payment from the receiver of this perfectly solvent corporation, whose affairs the military had arranged to have liquidated.

The governor's statement respecting the unincumbered cash which he received seems to be but an introduction to a comparison between his own fiscal administration and that of the military government during the latter part of its existence; a comparison-object not stated, whereby his excellency, citing the auditor's figures, states that in the last ten months of military government the expenditures exceeded the receipts by \$188,877.97, yet the treasurer, attempting to make the same comparison, states that the military in same months spent \$165,104.62 more than they collected, a discrepancy between these two officers of \$23,773.35. Governor Allen also states, citing same authority, that during eleven months of civil rule the expenditures exceeded receipts by \$121,359.70, but the treasurer says that this excess of

outgo over income reached \$159,200.67, again a difference between those two heads of civil departments, but now the discrepancy reaches \$37,840.87. It does not seem to be profitable to follow this matter, for were there no discrepancy the comparison is valueless, for self-evident reasons.

Porto Rico has had three distinct administrations within four years and as many systems of government. Between the bases of government of 1897 and 1899, also between those of the latter year and 1901, there were a great many radical differences—rates of tariff and other taxation; modes of assessment and collections; the organization of the government itself; the branches or departments through which it was executed; in the services maintained, and those assumed by the home government, and a bald comparison of the finances of one régime with those of another, conveys no intelligent meaning whatever and it is impossible that it should.

Were the present civil government saddled with the cost of the army and navy—a share of the cost of the Department of State—the light and buoy service, the quarantine, and a heavy civil and military pension list, as was that of Spain, then the showing would probably be very favorable to the Spanish administration of the earlier period, but when the comparison is forced between a few months only of two régimes, printer's ink is wasted in the demonstration, unless strict analogy and proportion existed between the two administrations compared.

For this comparison, Governor Allen takes the first eleven months of his own government and ten out of twenty-one months of military government; indeed, he does not include the whole term of service of either one of the three military governments.

The period chosen by the governor was principally in the wake of a storm that killed or starved or hungered or impoverished one-half or two-thirds the inhabitants of Porto Rico; a storm which changed many of the aspects of nature itself, for on the morning of August 9, 1899, there did not exist, from Cabo Rojo to San Juan Head, a tree or plant that was not killed or blighted or made barren for weeks, months, or years.

I am not surprised at the governor's showing that during eight of these ten months the military trenched upon its own savings to a greater extent than the civil government drew on the surplus it inherited, remembering always that Governor Allen was not inaugurated until the islands had had nearly nine months of recuperation from the effects of the catastrophe of August, 1899, and had been assisted with food and wages for the poor to a cost of a million dollars.

Had Governor Allen taken as the time basis of his financial comparison the whole period of military government, he would have found that the army took the insular treasury when it contained no treasure whatever, save one uncurrent gold piece worth \$3.80 American, and 76 copper centavos. The army wrested the island by force from Spain, having occupied it, restored order, and governed the country for a little more than twenty-one months.

At the end of that time the military delivered over to the civil officers appointed in pursuance of Congressional enactment the comfortable balance of over \$350,000 gold with which to continue the public services. Since a comparison had to be made, why not have cited a record of the longest period possible of monthly averages of receipts and expenditures, instead of taking those averages for ten months? Indeed, Mr. Hollander could not entirely negative a temptation to limit his comparison to eight out of eighteen months; see his "more striking results," demonstrated on page 190.

I have read the whole report of Governor Allen with a great deal of interest and generally with satisfaction. The admirable showing made by him and his colleagues should give all Americans and well wishers of Porto Rico a genuine feeling of satisfaction and even pride, but I feel that his remarks respecting finances of the military government, adverted to above, amount to detraction and very much weaken his otherwise admirable exposition of the beginnings of civil rule.

Considering it but the due of the Army officers who administered the civil affairs of Porto Rico that this rejoinder be made to the references to administration of those who preceded the civil authorities in this work, I submit these remarks.

Very respectfully,

The SECRETARY OF WAR.

GEO. W. DAVIS,
Brigadier-General, United States Army.

APPENDIX G.

COMMERCE AND INDUSTRY.

- EXHIBIT 1. Report of the collector of customs.
 2. Report of the captain of the port, San Juan.
 3. Cedula of Grace 1815.
 4. Abstract of loans in Porto Rico 1890.

EXHIBIT 1.

UNITED STATES CUSTOMS SERVICE.
 OFFICE OF THE COLLECTOR OF CUSTOMS,
San Juan, P. R., July 11, 1900.

The ADJUTANT-GENERAL,
Department of Porto Rico, San Juan, P. R.

SIR: The collection of customs revenue in Porto Rico and the islands in the West Indies east of the seventy-fourth degree of west longitude evacuated by Spain having, on May 1st, 1900, passed from the control of the War Department to that of the Treasury Department, under the provisions of the act of Congress of April 12, 1900, entitled "An act temporarily to provide revenues and a civil government for Porto Rico, and for other purposes," it becomes my duty to render to the department commander a report upon the affairs of the customs service while under military control, and, although I have covered part of the ground in my last report, dated September 15, 1899, I will make this report cover my entire administration of customs affairs under military control, which service commenced July 1, 1899, when, pursuant to Special Orders No. 129 (series of 1899), Headquarters Department of Porto Rico, I relieved Maj. Jas. A. Buchanan, U. S. Army, in his duties of collector of customs for the port of San Juan and the island of Porto Rico. General Orders No. 87 (series of 1899), Headquarters Department of Porto Rico, took effect that day and inaugurated a good business system of conducting the affairs of this as well as other departments of the military government. At that date, although the accounts had been regularly rendered by all the ports in Porto Rico, not one of them had passed the complete scrutiny of the auditor's office. I found also that none of the statistical reports then recently called for by the War Department had been rendered from any port in the island. With great efforts the last of the lacking statistical reports from date of American occupation at the various ports, as well as all current reports, were mailed to the Secretary of War by January 10, 1900; the auditing of the back accounts was completed a few weeks earlier, and I am informed that when the customs service passed from the War to the Treasury Department, on May 1, 1900, all accounts, excepting for the prior month, were in a very satisfactory condition of audit at the auditor's office.

On the 8th of August, 1899, owing to the devastating hurricane that passed over the island, much damage was done to some of the customs-houses, particularly at Ponce and Humacao, but these have been well repaired and put into good condition again.

On July 1, 1899, customs-houses were maintained at San Juan, Ponce, Mayaguez, Arecibo, Arroyo, Humacao, Aguadilla, Fajardo, Vieques, and Guanica. By General Orders No. 136 (series of 1899), Headquarters Department of Porto Rico, the ports of Fajardo, Vieques, and Guanica were discontinued as ports of entry, the first two being made subports of Humacao and the last a subport of Ponce, and they so continued during the period covered by this report, native deputy collectors being located at these subports.

On November 1, 1899, after much care and deliberation a new budget of expenses of this department was, by direction of the military governor, put into effect, causing the discharge of a number of useless employees and largely reducing the expenses of this service.

Immediately upon American occupation the vessels navigating the waters of Porto Rico, numbering 5 steam and about 50 documentable sailing crafts, ran up the American flag. Under the provisions of tariff circular No. 82, War Department, July 10, 1899, 27 of these have taken out certificates of protection, entitling these vessels to the protection and flag of the United States on the high seas and in all ports.

In the agricultural interests of Porto Rico and to relieve the privations of the poor,

caused by the hurricane of August 8, 1899, on the recommendation of the military governor, relief supplies sent to Porto Rico were, by direction of the President of the United States, ordered to be admitted free (cablegram Secretary of War, August 14, 1899), and a large number of dutiable goods were placed upon the free list, as follows:

Bovine cattle, castrated—tariff circular No. 87, War Department, August 10, 1899.

Machinery and apparatus and parts thereof for making and refining sugar or for other agricultural purposes—tariff circular No. 89, War Department, August 10, 1899.

Flour, rice, codfish, pork, bacon, rough lumber—tariff circular 101, War Department, October 21, 1899.

Fresh beef and mutton—tariff circular 106, War Department, November 27, 1899.

Bags for sugar, coopers' ware, and wood shooks—tariff circular 115, War Department, January 17, 1900.

The free admission of modern school furniture of kinds or styles not manufactured in Porto Rico was also authorized by circular 108, War Department, December 2, 1899.

Lithographs, posters, calendars, and folders for advertising purposes were added to the free list by circular 110, War Department, December 1, 1899, and by an indorsement from the War Department dated December 29, 1899, the free admission of such articles as are ordinarily recognized as necessary in the equipment of a church or chapel used for religious purposes was authorized. The free admission of the following articles was also authorized:

Telegraph poles and cross arms for military telegraph lines in Porto Rico (October 13, 1899).

Vessels and boats (December 6, 1899).

Railway materials and cars for transporting cane on sugar plantation (January 23, 1900).

To offset this loss of revenue, duties were increased 50 per cent on liquors and other luxuries, as follows:

Alcohol, brandy, wines, liquors and cordials, beer and cider—tariff circular 101, War Department, October 21, 1899.

Manufactures of crystal and plate glass; manufactures of gold, silver, platinum, and their alloys; firearms; perfumery and essences; tapestry, trimmings of hemp, etc.; tissues and fulled stuffs of wool, bristles, hair, and horse hair; silk and its manufactures; hides and skins highly finished; feathers; musical instruments; watches and clocks; carriages, coaches, and berlins, and all miscellaneous goods under Class XIII of the Porto Rican tariff—tariff circular 113, December 5, 1899.

The system of collecting the customs revenue in Porto Rico prior to May 1, 1900, was, with slight modification, the same as that under Spanish administration, i. e., each port was, as regarding its collections, a port of entry, making its returns of collections to the auditor for Porto Rico. In the course of audit of these accounts there were many cases in which additional duties were found collectible. There were also some cases of refunding excess or erroneously collected duties. All of these were adjusted through the auditor's office, and it is therefore impossible for any other office than the auditor's to correctly report the receipts from customs covering the period reported on.

I inclose herewith a statement of the foreign trade of Porto Rico from date of American occupation to April 30, 1900, showing the imports and exports of the principal articles by countries and by ports.

All of the ports of entry maintained during this period have been under charge of officers of the Army, the following being a list of those detailed as collectors thereat at various dates:

Lieut. Col. Chas. L. Davis, Sixth Infantry, collector for Porto Rico and the port of San Juan.

Maj. Francis W. Mansfield, Eleventh Infantry, collector, Ponce.

Capt. P. M. B. Travis, Eleventh Infantry, collector, Mayaguez.

Capt. A. C. Macomb, Fifth Cavalry, collector, Arecibo.

First Lieut. J. M. I. Carter, Fifth Cavalry, collector, Arecibo.

First Lieut. Frank Parker, Fifth Cavalry, collector, Arecibo.

Second Lieut. G. L. Johnson, Eleventh Infantry, collector, Arroyo.

Capt. Fred. W. Foster, Fifth Cavalry, collector, Arroyo.

Maj. Eben Swift, Porto Rican Regiment, collector, Arroyo.

Capt. C. E. Dentler, Eleventh Infantry, collector, Humacao.

Capt. Eben Swift, Fifth Cavalry, collector, Humacao.

First Lieut. N. F. McClure, Fifth Cavalry, collector, Humacao.

Capt. G. H. Paddock, Fifth Cavalry, collector, Humacao.

First Lieut. F. G. Chiles, Eleventh Infantry, collector, Aguadilla.

Capt. H. R. Lee, Eleventh Infantry, collector, Aguadilla.

First Lieut. E. A. Shuttleworth, Eleventh Infantry, collector, Aguadilla.

Second Lieut. W. Hocker, Eleventh Infantry, collector, Vieques.

These officers as well as all of my assistants have performed their duties with comendable zeal.

Very respectfully,

CHAS. L. DAVIS,
*Lieutenant-Colonel Sixth United States Infantry,
Collector of Customs for Porto Rico.*

FOREIGN TRADE OF PORTO RICO FROM AMERICAN OCCUPATION TO APRIL 30, 1900.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, P. R., October 10, 1900.

These sheets give full information respecting the foreign trade of the island of Porto Rico while it was under the military government.

A statistical statement of this trade from occupation to December 31, 1899, was published by the military governor in the early part of the year 1900, but a few clerical errors have been noted in that publication, all copies of which should be destroyed as erroneous.

The statement herewith is the final one to be made by the late military government.

Dates of occupation of customs ports were as follows:

Ponce.....	July 28, 1898	Naguabo	Sept. 22, 1898
Arroyo.....	Aug. 1, 1898	Fajardo	Oct. 1, 1898
Mayaguez.....	Aug. 13, 1898	Vieques	Oct. 1, 1898
Aguadilla.....	Sept. 19, 1898	Arecibo	Oct. 14, 1898
Humacao.....	Sept. 22, 1898	San Juan	Oct. 18, 1898

Herewith appears a memorandum containing reference to the authority for the tariffs in force and their modification, also consolidated statement of receipts and expenses at the custom-houses during the military government,

GEORGE W. DAVIS,
Brigadier-General, U. S. Vols., Commanding.

General statement of custom-house receipts and expenses, island of Porto Rico, during the military government thereof.

[See last page in this exhibit.]

Total receipts of import and tonnage dues, and all other taxes and collections, from date of occupation to June 30, 1899.....	\$1, 245, 240. 94	
Total receipts of import and tonnage dues, and all other taxes and collections, from July 1, 1899, to April 30, 1900.....	923, 169. 06	
		\$2, 168, 410. 00
Total expenses customs service, first period above (see 18-1-F. S.)	67, 489. 90	
Total expenses customs service, second period above (see 18-11-F. S.)	\$67, 333. 12	
Deduct items furnished by auditor improper- ly charged as per note below.....	3, 020. 89	64, 313. 23
		131, 803. 13

Ratio of amount collected to cost of collection, 100: 6. 08.

NOTE.—In memorandum of auditor October 4, 1900, certain items are specified as not applicable to customs expenses, though charged as such.

Repairs to buildings.....	\$2, 986. 84
Repairs to harbor buoys	34. 05
Total to be deducted.....	3, 020. 89

MEMORANDUM—TARIFFS IN FORCE IN PORTO RICO.

From the date of American occupation of the several ports in Porto Rico to February 1, 1899, the tariff of duties and taxes levied and collected in all the ports of the island were those fixed by the President in his Executive order dated August 19, 1898, which order was published by the War Department on August 19, 1898.

From and after February 11, 1899, the tariff duties and taxes levied and collected were those fixed by the President in Executive order dated January 20, 1899, and published by the War Department on same date, except that the duties, etc., on certain articles were abolished, reduced, or increased by special orders of the President and promulgated by the War Department as follows, viz:

1. Articles imported for the personal use of army and navy officers and soldiers, except malt and spirituous liquors, on March 22 and August 21, 1899, were ordered to be admitted free.

2. Bovine cattle (castrated) were placed on the free list on August 10, 1899.

3. Machinery and apparatus and parts thereof, for making and refining sugar or for other agricultural purposes, were placed on the free list by order dated August 10, 1899.

4. Relief supplies of all kinds furnished in aid of the sufferers by the hurricane of August 8, 1899, were placed on the free list by order dated August 14, 1899.

5. Telegraph poles and cross arms for military telegraph poles were placed on the free list by order dated October 13, 1899.

6. Fresh beef and mutton were placed on the free list by order dated November 27, 1899.

7. Flour, rice, codfish, pork, bacon, and rough lumber were placed on the free list by order dated October 21, 1899.

8. Alcohol, brandy, liquors, cordials, beers, and cider were on October 21, 1899, ordered to be taxed at rates 50 per cent greater than fixed in the President's order of January 20, 1899.

9. Modern school furniture of kinds and styles not manufactured in Porto Rico were placed on the free list by order dated December 2, 1899.

10. Manufactures of crystal and plate glass; of gold, silver, platinum, and their alloys; firearms; perfumery and essences; tapestry, trimmings of hemp, etc.; tissues and fulled stuffs of wool; bristles, hair, and horse hair; silk and its manufactures; hides and skins highly finished; feathers; musical instruments; watches and clocks; carriages, coaches, and berlins, and all miscellaneous goods under Class XIII, of the Porto Rican tariff, were by order dated December 5, 1899, required to be taxed at rates 50 per cent greater than were fixed in the Executive order dated January 20, 1899.

11. Vessels and boats were placed on the free list by order dated December 6, 1899.

12. Articles ordinarily recognized as necessary in the equipment of churches and chapels used for religious purposes were placed on the free list by order dated December 29, 1899.

13. Lithographs, posters, calendars, and folders for advertising purposes were placed on the free list by order dated December 29, 1899.

14. Bags for sugar, coopers' wares, and wood shooks were placed on the free list by order dated January 17, 1900.

15. Railway materials and cars for transportation of cane and sugar on plantations were placed on the free list by order dated January 23, 1900.

16. In September, 1899, the tariff of Cuba was so changed that the import tax on coffee produced in Porto Rico was reduced from 5½ cents per pound to about 1½ cents.

Foreign trade of Porto Rico from American occupation to April 30, 1900.

[1 kilo = 2.2046 pounds.]

IMPORTS.

Articles.	United States.		Cuba.		Spain.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Agricultural implements, 100 kilos.....	1,411	\$28,936				
Animals.....number.....	190	4,025	2	\$120	12	\$26
Breadstuffs.....100 kilos.....	80,206	1,233,225			27,317	132,040
Carriages and wagons.....number.....	21	2,802				
Chemicals, drugs, and dyes, 100 kilos.....	3,818	138,671	18	302	2,447	60,863
Clocks, watches, and parts of, 100 kilos.....	13	5,549			1	267
Coffee.....100 kilos.....	717	18,285	103	1,586		
Copper, and manufactures of, 100 kilos.....	1,015	27,949			35	1,151
Cotton, and manufactures of, ad valorem.....	10,379	468,618	9	71	13,259	623,810
Dairy products.....100 kilos.....	5,415	100,356			747	15,097
Earthenware.....do.....	534	9,666			159	2,859
Fertilizers.....do.....	3,096	3,936	200	64		
Fish.....do.....	27,206	206,403	43	28	2,227	18,748
Flax, hemp, and manufactures of, ad valorem.....	2,606	33,300	49	38	657	20,719
Fruits.....100 kilos.....	1,638	21,952	31	650	1,624	46,395
Glass, and manufactures of, 100 kilos.....	2,328	41,003	39	41	660	11,605
Gunpowder and explosives, 100 kilos.....	196	3,306				4
Household and personal effects, 100 kilos.....	636	39,943	120	260	418	15,826
Iron and steel, and manufactures of, 100 kilos.....	20,155	154,571	130	1,060	247	3,716
Jewelry, etc.....kilos.....	66	8,012			8	1,877
Leather, and manufactures of, 100 kilos.....	1,703	93,248			7,137	495,704
Liquors, malt.....100 kilos.....	10,215	228,784			11,598	46,010
Machinery, and parts of, 100 kilos.....	26,313	327,873	721	850	64	944
Marble, stone, and manufactures of, 100 kilos.....	19,440	18,566	2	15	306	8,154
Musical instruments, ad valorem.....	34	2,826			15	1,266
Oils, refined mineral.....100 kilos.....	11,079	58,315				
Oils, animal and vegetable, 100 kilos.....	2,969	47,020			22,732	157,063
Paints and colors.....100 kilos.....	1,469	10,941	13	52	144	2,325
Paper, and manufactures of, 100 kilos.....	5,527	74,330	1,046	2,044	11,332	143,287
Provisions.....100 kilos.....	105,727	1,137,082			15,353	67,955
Rice.....do.....	53,310	448,841			89,627	519,639
Silk, and manufactures of, ad valorem.....	35	3,060			42	7,299
Spirits, distilled.....100 kilos.....	2,793	18,998	182	590	3,460	10,917
Sugar and molasses.....do.....	399	4,187			1	11
Tobacco, and manufactures of, 100 kilos.....	41	3,090				
Trees, plants, etc.....100 kilos.....	31	994				1
Wines and cordials.....do.....	81	1,483			7,222	95,712
Wood, and manufactures of, 100 kilos.....	132,422	316,333	1,451	753	315	6,482
Wool, and manufactures of, 100 kilos.....	931	17,014			1,079	38,863
All others.....100 kilos.....	27,380	1,236,460	1,281	5,814	99,396	674,686
Total.....		6,599,953		14,388		3,231,321

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Foreign trade of Porto Rico from American occupation to April 30, 1900—Continued.

IMPORTS—Continued.

Articles.	Germany.		England.		France.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Agricultural implements, 100 kilos.....	282	\$1,166	2,573	\$47,328	146	\$1,844
Breadstuffs.....100 kilos..	6,961	8,637	1,924	9,958	3,346	16,036
Chemicals, drugs, and dyes, 100 kilos.....	12,346	40,698	1,097	33,636	1,185	47,411
Clocks, watches, and parts of, 100 kilos.....	6	863	14	72	14	2,120
Copper, and manufactures of, 100 kilos.....	315	5,180	939	20,941	92	1,818
Cotton, and manufactures of, ad valorem.....	16,818	129,058	28,609	1,097,596	2,994	133,894
Dairy products.....100 kilos..	3,084	19,517	457	24,251	290	3,396
Earthenware.....do.....	1,142	20,177	111	2,686	281	5,413
Fish.....do.....	7,278	9,192	220	2,170	400	3,000
Flax, hemp, and manufactures of.....ad valorem..	740	24,626	6,584	131,286	137	2,468
Fruits.....100 kilos..	90	551	81	424	314	4,031
Glass, and manufactures of, 100 kilos.....	576	11,955	394	4,182	297	6,054
Gunpowder and explosives, 100 kilos.....	55	391	16	83	24	99
Household and personal effects, 100 kilos.....	103	5,854	40	1,140	38	2,984
Iron and steel, and manufactures of.....100 kilos..	19,524	117,965	24,509	202,611	1,374	18,843
Jewelry, etc.....kilos..	34	5,684	.....	224	125	8,663
Leather, and manufactures of, 100 kilos.....	632	9,095	562	16,118	94	15,267
Liquors, malt.....100 kilos..	2,548	33,332	890	8,514	744	18,447
Machinery, and parts of, 100 kilos.....	734	18,653	1,781	26,696	510	8,968
Marble, stone, and manufactures of.....100 kilos..	3,314	16,824	872	4,808	730	3,793
Musical instruments, ad valorem.....	18	1,233	.....	.....	5	856
Oils, refined mineral.....100 kilos..	2	20	3	40	3	133
Oils, animal and vegetable, 100 kilos.....	620	8,108	7,764	34,016	651	9,377
Paints and colors.....100 kilos..	1,249	9,624	3,650	30,157	20	302
Paper, and manufactures of, 100 kilos.....	1,907	17,900	376	5,232	687	11,515
Provisions.....100 kilos..	1,032	8,745	2,532	12,381	1,225	10,833
Rice.....do.....	231,435	1,147,088	117,522	598,499	75	607
Silk, and manufactures of, ad valorem.....	4	3,254	18	10,171	155	30,533
Spirits, distilled.....100 kilos..	1,013	6,260	793	7,085	1,550	9,918
Sugar and molasses.....do.....	10	100	6	70	30	677
Trees, plants, etc.....do.....	11	178	.....	.....	12	177
Wines and cordials.....do.....	.....	.....	.....	.....	3,659	57,314
Wood, and manufactures of, 100 kilos.....	2,150	11,806	45	1,031	138	2,136
Wool, and manufactures of, 100 kilos.....	11,696	16,244	39,343	61,449	2,054	47,120
All other.....100 kilos..	8,155	47,575	39,985	140,237	25,378	52,290
Total.....	.....	1,757,553	.....	2,535,092	.....	538,387

Articles.	Italy.		Belgium.		Switzerland.		Denmark.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Breadstuffs.....100 kilos..	118	\$7,273	.....	.....	.....	.....	.....	.....
Chemicals, drugs, and dyes, 100 kilos.....	36	2,486	17	\$744	.....	.....	.....	.....
Clocks, watches, and parts of, 100 kilos.....	.....	.....	.....	.....	23	\$2,675	.....	.....
Copper, and manufactures of, 100 kilos.....	.....	.....	1	291	.....	.....	.....	.....
Cotton, and manufactures of, ad valorem.....	300	8,613	.....	.....	.....	.....	.....	.....
Dairy products.....100 kilos..	177	3,666	5	122	10	20	469	\$16,499
Earthenware.....do.....	34	1,467	83	879	.....	.....	.....	.....
Fish.....do.....	17	662	.....	.....	.....	.....	.....	.....
Flax, hemp, and manufactures of.....ad valorem..	53	504	.....	.....	.....	.....	13	272
Glass, and manufactures of, 100 kilos.....	93	386	6	65	.....	.....	.....	.....
Iron and steel, and manufactures of.....100 kilos..	.....	.....	791	7,762	.....	.....	.....	.....

Foreign trade of Porto Rico from American occupation to April 30, 1900—Continued.

IMPORTS—Continued.

Articles.	Italy.		Belgium.		Switzerland.		Denmark.	
	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.
Leather, and manufactures of, 100 kilos	1	\$362	3	\$59				
Liquors, malt	4	1,363					1,438	\$20,011
Machinery, and parts of, do			36	360				
Marble, stone, and manufactures of	125	2,329					4	97
Oils, animal and vegetable, 100 kilos	364	4,780						
Paper, and manufactures of, 100 kilos	39	957	63	602				
Provisions	210	689					10	503
Rice	7	80					1,334	6,074
Silk, and manufactures of, ad valorem	6	2,557	23	102				
Spirits, distilled	312	2,097	16	397	11	\$106	17	357
Wines and cordials	33	632						
Wood, and manufactures of, 100 kilos			9	44			11	213
Wool, and manufactures of, 100 kilos	121	2,695						
All others	1,534	9,938	972	17,938	23	123	528	15,687
Total		53,536		29,365		2,924		59,713

Articles.	Netherlands.		Austria and Hungary.		Sweden and Norway.		Venezuela.	
	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.
Agricultural implements, 100 kilos	40	\$919						
Animals							12	\$30
Breadstuffs	7	114						
Chemicals, drugs, and dyes, 100 kilos	189	4,345	1	\$9				
Copper, and manufactures of, 100 kilos	11	369						
Cotton, and manufactures of, ad valorem			54	3,444				
Dairy products	3,772	72,513	60	1,727				
Earthenware					22	\$124		
Fish								
Flax, hemp, and manufactures of, ad valorem	221	1,190	129	586				
Glass, and manufactures of, 100 kilos	393	701	148	1,497				
Gunpowder and explosives, 100 kilos			1	96				
Household and personal effects, 100 kilos			37	1,471				
Iron and steel, and manufac- tures of	12	311	136	1,480				
Liquors, malt	43	488	1	6				12
Marble, stone, and manufac- tures of			47	947				
Paints and colors			50	5				
Paper, and manufactures of, 100 kilos			23	1,065				
Provisions	22	590						
Spirits, distilled	210	2,815						
Wines and cordials	1	44					3	15
Wood, and manufactures of, 100 kilos	18	149	9	711				
All other	587	7,528	264	4,696	16	327	960	15,229
Total		92,076		17,740		451		15,286

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Foreign trade of Porto Rico from American occupation to April 30, 1900—Continued.

IMPORTS—Continued.

Articles.	Santo Domingo.		Mexico.		Canada and Newfoundland.		Colombia.	
	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.
Agricultural implements, 100 kilos					30	\$46		
Breadstuffs.....100 kilos..			307	\$4, 469	160	4, 496		
Coffee.....do.....		\$5						
Dairy products.....do.....					922	5, 925		
Fish.....do.....					90, 830	793, 572		
Fruits.....do.....	25	124			30	275		
Glass, and manufactures of, 100 kilos						2		
Leather, and manufactures of, 100 kilos						35		
Machinery, and parts of, 100 kilos								
Provisions.....100 kilos..	2	100			8, 856	17, 327		
Spirits, distilled.....do.....	3	321			19	510		
Wood, and manufactures of, 100 kilos					29, 041	83, 821		
All other.....100 kilos..	111	2, 523	38	94	36, 786	87, 328	93	\$860
Total.....		3, 073		4, 563		993, 337		860

Articles.	Bermuda.		British West Indies.		Danish West Indies.		French West Indies.	
	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.
Agricultural implements, 100 kilos					12	\$194		
Breadstuffs.....100 kilos..					1	31		
Chemicals, drugs, and dyes, 100 kilos					360	67	1	\$11
Cotton, and manufactures of, ad valorem					52	1, 945		
Dairy products.....100 kilos..					4	272		
Fish.....do.....					4	9		
Flax, hemp, and manufactures of.....ad valorem.....					20	93		
Fruits.....100 kilos..					42	24		
Glass, and manufactures of, 100 kilos					83	117	1	6
Iron and steel, and manufactures of.....100 kilos..					35	258		
Leather, and manufactures of, 100 kilos					20	271		
Liquors, malt.....100 kilos..					35	129		
Machinery, and parts of.....do.....					1	5		
Marble, stone, and manufactures of.....100 kilos..					28	46		
Oils, refined minerals.....do.....					8	52		
Oils, animal and vegetable.....do.....					6	62		
Paints and colors.....do.....					4	47		
Provisions.....do.....			700	\$1, 515	18	131		
Rice.....do.....					23	10		
Spirits, distilled.....do.....					17	246		
Sugar and molasses.....do.....					2	35		
Tobacco, and manufactures of, 100 kilos					1	69		
Wood, and manufactures of, 100 kilos	181	\$411	369	538	122	431		
Wool, and manufactures of, 100 kilos					9	68		
All other.....100 kilos..			798	4, 600	304	3, 264	11	127
Total.....		411		6, 653		7, 876		144

Foreign trade of Porto Rico from American occupation to April 30, 1900—Continued.

IMPORTS—Continued.

Articles.	Dutch West Indies.		Portugal.		Uruguay.		Total quantity 100 kilos.	Total value.
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.		
Agricultural implements, 100 kilos							4, 494	\$80, 433
Animals.....number.							216	4, 201
Breadstuffs.....100 kilos.							120, 347	1, 416, 279
Carriages and wagons.....number.							21	2, 802
Chemicals, drugs, and dyes, 100 kilos							21, 515	329, 243
Clocks, watches and parts of, 100 kilos							71	11, 546
Coffee.....100 kilos.							820	19, 876
Copper, and manufactures of, 100 kilos							2, 408	57, 699
Cotton, and manufactures of, ad valorem.							72, 474	2, 467, 049
Dairy products.....100 kilos.							15, 352	261, 634
Earthenware.....do.							2, 404	44, 874
Fertilizers.....do.							3, 296	4, 000
Fish.....do.							128, 247	1, 033, 908
Flax, hemp, and manufactures of.....100 kilos.							11, 209	215, 082
Fruits.....do.							3, 775	74, 426
Glass, and manufactures of, 100 kilos							5, 108	77, 614
Gunpowder and explosives, 100 kilos							292	3, 979
Household and personal effects, 100 kilos.							1, 392	67, 478
Iron and steel, and manufactures of.....100 kilos.							66, 913	508, 577
Jewelry, etc.....do.							233	24, 460
Leather, and manufactures of, 100 kilos							10, 152	630, 159
Liquors, malt.....100 kilos.							27, 516	357, 096
Machinery, and parts of.....do.							30, 162	384, 449
Marble, stone, and manufactures of.....100 kilos.							24, 868	55, 579
Musical instruments, ad valorem.							72	6, 181
Oils, refined minerals.....100 kilos.							11, 095	58, 560
Oils, animal and vegetable.....do.							35, 106	260, 426
Paints and colors.....do.							6, 599	53, 453
Paper, and manufactures of, 100 kilos							20, 400	256, 932
Provisions.....100 kilos.					2, 727	\$58, 340	138, 415	1, 316, 412
Rice.....do.							493, 333	2, 720, 838
Silk, and manufactures of, ad valorem.							283	56, 976
Spirits, distilled.....100 kilos.							10, 393	60, 296
Sugar and molasses.....do.							448	5, 080
Tobacco, and manufactures of, 100 kilos.							42	3, 159
Trees, plants, etc.....100 kilos.							54	1, 350
Wines and cordials.....do.			19	\$252			11, 018	155, 452
Wood, and manufactures of, 100 kilos							166, 281	424, 859
Wool, and manufactures of, 100 kilos							55, 233	183, 453
All other.....100 kilos.	331	\$1, 311					244, 931	2, 328, 635
Total.....		1, 311		252		58, 340		16,024,505

Foreign trade of Porto Rico from American occupation to April 30, 1900—Continued.

EXPORTS.

Articles.	United States.		Cuba.		Spain.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Agricultural implements, 100 kilos			186	\$4,922		
Animals.....number.			24,777	1,035,768		
Carriages and wagons, number.			1	480		
Chemicals, drugs, and dyes, 100 kilos	262	\$3,634				
Coffee.....100 kilos.	10,042	254,749	42,627	1,003,954	40,337	\$1,054,765
Copper and manufactures of, 100 kilos	398	22,745	101	301	200	5,616
Cotton and manufactures of, ad valorem.	3	500				
Earthenware.....100 kilos.	11	296				
Fertilizers.....do.	2	20	1,025	2,599	6	85
Fish.....do.			91	1,229		
Fruits.....do.	4,530	12,120	68	363	815	4,927
Glass and manufactures of, 100 kilos	274	1,344	5	97	6	370
Household and personal effects, 100 kilos.	60	170			7	363
Iron and steel and manufactures of.....100 kilos.	198	6,893	58	626	1,438	2,480
Leather and manufactures of, 100 kilos	69	118			194	3,947
Machinery and parts of, 100 kilos.					3	135
Oils, animal and vegetable, 100 kilos			2	32		
Paints and colors.....100 kilos.			22	67		
Paper and manufactures of, 100 kilos			11	292		
Provisions.....100 kilos.	38	137	60	117	5	1,318
Spirits, distilled.....do.	345	6,292	24	399	30	421
Sugar and molasses.....do.	594,290	3,433,739	215	1,188	1,667	15,859
Tobacco and manufactures of, 100 kilos.	12,887	211,427	461	12,111	15,065	309,953
Wood and manufactures of, 100 kilos	971	2,749	9	157	1,476	1,508
All others.....100 kilos.	2,666	114,265	3,524	75,007	2,582	133,942
Total.....		4,071,198		2,139,709		1,535,689

Articles.	Germany.		England.		France.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Chemicals, drugs, and dyes, 100 kilos					2	\$84
Coffee.....100 kilos.	19,634	\$565,345	828	\$18,698	101,513	2,989,660
Copper and manufactures of, 100 kilos					9	1,033
Fertilizers.....100 kilos.	6,401	5,012			32	50
Fruits.....do.						
Iron and steel and manufactures of.....100 kilos.					3	32
Leather and manufactures of, 100 kilos					192	4,848
Oils, animal and vegetable, 100 kilos	2	19				
Provisions.....100 kilos.	19	410			20	532
Spirits, distilled.....do.						12
Sugar and molasses.....do.	474	9,277	1,179	10,823	24	122
Tobacco and manufactures of, 100 kilos.	9,802	183,977	237	4,659	91	1,597
Wood and manufactures of, 100 kilos			251	4,593	3	200
All others.....100 kilos.	820	14,780	900	1,800	3,025	61,458
Total.....		778,820		40,573		3,059,628

Foreign trade of Porto Rico from American occupation to April 30, 1900—Continued.

EXPORTS—Continued.

Articles.	Italy.		Belgium.		Denmark.		Netherlands.	
	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.
Chemicals, drugs, and dyes, 100 kilos.....	3	\$22			266	\$2,887		
Coffee.....100 kilos..	24,383	635,270	509	\$14,099	129	3,162	629	\$20,423
Fruits.....do.....	3	81						
Provisions.....do.....							28	899
Spirits, distilled.....do.....	4	57						
Sugar and molasses.....do.....					6,388	36,667		
Tobacco and manufactures of, 100 kilos.....					22	112	4	80
All others.....100 kilos..	54	1,116					13	290
Total.....		636,546		14,099		42,828		21,692

Articles.	Austria and Hungary.		Sweden and Norway.		Venezuela.		Santo Domingo.	
	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.
Agricultural implements, 100 kilos.....							1	\$70
Animals.....number.....							140	5,098
Chemicals, drugs, and dyes, 100 kilos.....							1	7
Coffee.....100 kilos..	41,809	\$822,961	1,388	\$36,334				
Copper and manufactures of, 100 kilos.....							2	20
Dairy products.....100 kilos..							5	180
Earthenware.....do.....							1	2
Household and personal effects, 100 kilos.....					8	\$276		
Machinery and parts of, 100 kilos.							3	175
Oils, animal and vegetable, 100 kilos.....							9	159
Paper and manufactures of, 100 kilos.....					102	4,398		
Provisions.....100 kilos..							590	4,125
Spirits, distilled.....do.....							4	12
Sugar and molasses.....do.....								4
Tobacco, and manufactures of, 100 kilos.....					65	431	3	70
Trees, plants, etc.....100 kilos..							8	100
Wines and cordials.....do.....							9	105
Wood, and manufactures of, 100 kilos.....							2	25
All others.....100 kilos..					12	834	1,891	37,918
Total.....		822,961		36,334		5,939		48,070

Articles.	Canada and Newfoundland.		Bermuda.		British West Indies.		Danish West Indies.	
	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.	Quan- tity.	Value.
Animals.....number.....					3,501	\$137,400	326	\$10,916
Breadstuffs.....100 kilos..							1	10
Coffee.....do.....	3	\$70					43	892
Fruits.....do.....	633	324					268	383
Iron and steel and manufactures of.....100 kilos..							4	50
Leather and manufactures of, 100 kilos.....							15	60
Spirits, distilled.....100 kilos..							6	902
Sugar and molasses.....do.....	88,381	424,117	608	\$3,234			1,155	14,013
Tobacco, and manufactures of, 100 kilos.....					6	833	166	5,429
All others.....100 kilos..	91	1,292			407	620	487	3,637
Total.....		425,803		3,234		138,853		36,292

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Foreign trade of Porto Rico from American occupation to April 30, 1900—Continued.

EXPORTS—Continued.

Articles.	French West Indies.		Dutch West Indies.		Total quantity 100 kilos.	Total values.
	Quantity.	Value.	Quantity.	Value.		
Agricultural implements, 100 kilos					187	\$4,992
Animals.....number	844	\$35,415			29,588	1,224,597
Breadstuffs.....100 kilos			14	\$10	15	20
Carriages and wagons.....number					1	480
Chemicals, drugs, and dyes, 100 kilos					534	6,684
Coffee.....100 kilos					286,874	7,420,382
Copper and manufactures of, 100 kilos					710	29,715
Cotton and manufactures of, ad valorem					3	500
Dairy products.....100 kilos					5	180
Earthenware.....do.					12	298
Fertilizers.....do.					7,487	7,716
Fish.....do.					91	1,229
Fruits.....do.					6,349	18,248
Glass and manufactures of, 100 kilos					285	1,811
Household and personal effects, 100 kilos			1	150	76	959
Iron and steel and manufactures of.....100 kilos					1,701	10,081
Leather and manufactures of, 100 kilos					470	8,973
Machinery and parts of, 100 kilos					6	310
Oils, animal and vegetable, 100 kilos					13	210
Paints and colors.....100 kilos					22	67
Paper and manufactures of, 100 kilos					113	4,690
Provisions.....100 kilos			39	300	799	7,838
Spirits, distilled.....do.					413	8,095
Sugar and molasses.....do.			123	566	694,504	3,949,609
Tobacco and manufactures of, 100 kilos			17	1,141	38,826	731,820
Trees, plants, etc.....100 kilos					8	100
Wines and cordials.....do.					9	105
Wood and manufactures of, 100 kilos					2,712	9,232
All others.....100 kilos			1	10	16,473	446,969
Total.....		35,415		2,177		13,895,860

Foreign trade of Porto Rico, by ports, from American occupation to April 30, 1900.

IMPORTS.

Ports.	Date of American occupation.	Agricultural implements.	Animals.	Breadstuffs.	Carriages and wagons.	Chemicals, drugs, and dyes.	Clocks, watches, and parts of.	Coffee.
San Juan.....	Oct. 18, 1898	\$27,255	\$533	\$557,099	\$1,277	\$125,863	\$8,051	\$16
Ponce.....	July 28, 1898	35,420	3,622	408,581	1,383	79,285	2,492	11,200
Mayaguez.....	Aug. 13, 1898	2,943		237,683		106,032	935	8,649
Arecibo.....	Oct. 11, 1898	5,623	46	96,365		11,909	13	
Aguadilla.....	Sept. 19, 1898	978		62,840		3,618		
Arroyo.....	Aug. 1, 1898	4,184		44,353	142	1,439	41	
Humacao.....	Sept. 22, 1898	3,816		8,349		527	14	11
Fajardo.....	Sept. 30, 1898	190				494		
Vieques.....	Oct. 1, 1898	24		1,009		76		
Guanica.....	July 25, 1898							
Total.....		80,433	4,201	1,416,279	2,802	329,243	11,546	19,876

Foreign trade of Porto Rico, by ports, from American occupation to April 30, 1900—C't'd.

IMPORTS—Continued.

Ports.	Copper, and manuf-actures of.	Cotton, and manuf-actures of.	Dairy products.	Earthen-ware.	Fertil-izers.	Fish.	Flax, hemp, and manuf-actures of.	Fruits.	Glass, and manuf-actures of.
San Juan	\$7,587	\$1,370,683	\$131,903	\$18,141	\$818	\$236,206	\$78,772	\$55,682	\$38,664
Ponce	46,867	728,677	81,250	21,250	3,160	637,886	67,251	13,569	22,157
Mayaguez	2,685	262,988	36,379	3,127	22	73,547	47,086	4,370	14,175
Arecibo	338	37,392	6,506	779	.....	83,158	12,753	578	563
Aguadilla .....	.....	9,243	440	935	.....	245	.....	138	563
Arroyo	101	23,696	3,089	322	.....	25	2,823	.....	998
Humacao	121	32,784	2,067	218	.....	1,426	11,179	89	641
Fajardo * .....	.....	1,398	.....	102	.....	1,415	218	.....	.....
Vieques * .....	.....	188	.....	.....	.....	.....	.....	.....	53
Total	57,699	2,467,049	261,634	44,874	4,000	1,033,908	215,082	74,426	77,614

Ports.	Gun-powder and explosives.	Household and personal effects.	Iron and steel, and manuf-actures of.	Jewelry.	Leather, and manuf-actures of.	Liquors, malt.	Machin-ery, and parts of.	Marble and stone and manuf-actures of.
San Juan	\$3,267	\$39,163	\$183,836	\$18,465	\$322,895	\$167,173	\$85,077	\$22,432
Ponce	670	25,298	216,725	4,820	266,756	139,067	96,419	18,405
Mayaguez .....	.....	.....	43,120	731	36,040	36,942	15,856	12,223
Arecibo	42	1,200	11,253	.....	2,579	9,453	21,074	492
Aguadilla .....	.....	.....	7,264	.....	112	1,847	8,356	254
Arroyo .....	.....	1,817	24,795	444	786	1,253	153,529	1,244
Humacao .....	.....	.....	20,645	.....	991	842	4,024	469
Fajardo * .....	.....	.....	623	.....	.....	502	101	60
Vieques * .....	.....	.....	316	.....	.....	17	14	.....
Total	3,979	67,478	508,577	24,460	630,159	357,096	384,449	55,579

Ports.	Musical instru-ments.	Oils, re-fined mineral.	Oils, ani-mal and vegeta-ble.	Paints and colors.	Paper, and manuf-actures of.	Provi-sions.	Rice.	Silk, and manu-factures of.	Spirits, dis-tilled.
San Juan	\$1,832	\$18,732	\$167,246	\$25,415	\$135,601	\$419,718	\$1,051,066	\$26,857	\$36,984
Ponce	3,406	11,456	71,638	22,298	82,777	453,822	901,848	23,029	17,739
Mayaguez	754	18,871	13,647	1,517	28,137	294,245	356,069	5,694	3,115
Arecibo .....	.....	2,173	6,696	1,821	3,576	62,249	191,600	861	1,619
Aguadilla	135	1,424	375	870	3,912	22,130	158,378	.....	734
Arroyo .....	.....	4,988	487	612	1,088	39,758	59,951	.....	41
Humacao	54	509	434	920	1,150	9,742	1,916	535	61
Fajardo * .....	.....	400	.....	.....	541	12,789	.....	.....	.....
Vieques * .....	.....	7	3	.....	150	1,959	10	.....	3
Total	6,181	58,560	260,426	53,453	256,932	1,316,412	2,720,838	56,976	60,296

Ports.	Sugar and molasses.	Tobacco, and manuf-actures of.	Trees, plants, etc.	Wines and cordials.	Wood, and manuf-actures of.	Wool, and manu-factures of.	All others.	Total values.
San Juan	\$3,255	\$2,345	\$1,059	\$98,744	\$56,096	\$87,688	\$1,619,144	\$7,247,640
Ponce	524	799	116	30,835	173,491	79,670	500,142	5,305,800
Mayaguez	644	.....	175	20,881	67,693	10,052	33,390	1,849,816
Arecibo	323	.....	.....	4,224	9,301	3,051	49,642	639,252
Aguadilla	60	.....	.....	242	4,382	227	18,846	308,298
Arroyo	211	15	.....	85	51,092	324	27,101	450,834
Humacao	18	.....	.....	909	41,913	2,441	28,520	177,385
Fajardo * .....	.....	.....	.....	.....	18,290	.....	80	87,093
Vieques *	45	.....	.....	32	2,651	.....	1,820	8,437
Total	5,080	3,159	1,850	155,452	424,859	183,453	2,328,635	16,024,605

360 REPORT OF MILITARY GOVERNOR OF PORTO RICO.

Foreign trade of Porto Rico, by ports, from American occupation to April 30, 1900—C't'd.

EXPORTS.

Ports.	Date of American occupation.	Agricultural implements.	Animals.	Breadstuffs.	Carriages and wagons.	Chemicals, drugs, and dyes.	Clocks, watches, and parts of.	Coffee.
San Juan.....	Oct. 18, 1898	.....	\$495, 783	.....	.....	\$225	.....	\$1, 398, 524
Ponce.....	July 28, 1898	.....	\$70	.....	\$20	6, 409	.....	3, 376, 801
Mayaguez.....	Aug. 13, 1898	4, 922	497, 349	.....	.....	.....	.....	1, 441, 920
Arecibo.....	Oct. 11, 1898	.....	1, 378	.....	.....	.....	.....	640, 549
Aguadilla.....	Sept. 19, 1898	.....	.....	.....	.....	.....	.....	556, 286
Arroyo.....	Aug. 1, 1898	.....	.....	.....	.....	.....	.....	5, 780
Humacao.....	Sept. 22, 1898	.....	201, 268	.....	.....	.....	.....	.....
Fajardo *.....	Sept. 30, 1898	.....	18, 356	.....	.....	.....	.....	.....
Vieques *.....	Oct. 1, 1898	.....	10, 463	.....	.....	.....	.....	522
Guanica ^b	July 25, 1898	.....	.....	.....	.....	.....	.....	.....
Total.....	.....	4, 992	1, 224, 597	20	480	6, 634	.....	7, 420, 382

Ports.	Copper, and manufactures of.	Cotton, and manufactures of.	Dairy products.	Earthenware.	Fertilizers.	Fish.	Flax, hemp, and manufactures of.	Fruits.	Glass, and manufactures of.
San Juan.....	\$28, 231	.....	.....	\$296	\$1, 249	.....	.....	\$6, 426	\$1, 370
Ponce.....	800	\$500	\$180	2	6, 467	\$1, 229	.....	6, 110	190
Mayaguez.....	458	.....	.....	.....	.....	.....	.....	3, 790	.....
Arecibo.....	194	.....	.....	.....	.....	.....	.....	.....	251
Arroyo.....	32	.....	.....	.....	.....	.....	.....	341	.....
Humacao.....	.....	.....	.....	.....	.....	.....	.....	1, 250	.....
Vieques *.....	.....	.....	.....	.....	.....	.....	.....	331	.....
Total.....	29, 715	500	180	298	7, 716	1, 229	.....	18, 248	1, 811

Ports.	Gunpowder and explosives.	Household and personal effects.	Iron and steel, and manufactures of.	Jewelry.	Leather, and manufactures of.	Liquors, malt.	Machinery, and parts of.	Marble and stone and manufactures of.
San Juan.....	\$120	\$6, 054	.....	\$4, 125	.....	.....	.....
Ponce.....	839	4, 027	.....	.....	.....	.....	.....
Mayaguez.....	4, 848	.....	\$310	.....
Total.....	959	10, 081	.....	8, 973	.....	310	.....

Ports.	Musical instruments.	Oils, refined mineral.	Oils, animal and vegetable.	Paints and colors.	Paper, and manufactures of.	Provisions.	Rice.	Silk, and manufactures of.	Spirits, distilled.
San Juan.....	\$96	.....	.....	.....	.....	.....	\$991
Ponce.....	95	\$67	\$4, 690	\$1, 108	.....	.....	3, 587
Mayaguez.....	19	.....	.....	6, 730	.....	.....	23
Arroyo.....	3, 494
Total.....	210	67	4, 690	7, 838	.....	.....	8, 095

Ports.	Sugar and molasses.	Tobacco, and manufactures of.	Trees, plants, etc.	Wines and cordials.	Wood, and manufactures of.	Wool, and manufactures of.	All others.	Total value.
San Juan.....	\$717, 625	\$447, 104	.....	.....	\$3, 376	.....	\$301, 080	\$3, 407, 677
Ponce.....	1, 432, 126	79, 316	\$100	\$105	163	.....	87, 285	5, 510, 428
Mayaguez.....	236, 968	2, 672	.....	.....	4, 792	.....	33, 664	1, 742, 184
Arecibo.....	212, 906	65, 484	.....	.....	890	.....	15, 256	935, 530
Aguadilla.....	88, 914	136, 337	.....	.....	11	.....	8, 994	790, 542
Arroyo.....	349, 620	607	.....	.....	.....	.....	.....	359, 874
Humacao.....	454, 305	.....	.....	.....	.....	.....	.....	656, 823
Fajardo *.....	259, 779	.....	.....	.....	.....	.....	690	278, 825
Vieques *.....	185, 672	300	.....	.....	.....	.....	.....	197, 288
Guanica ^b	16, 692	.....	.....	.....	.....	.....	.....	16, 692
Total.....	3, 949, 609	731, 820	100	105	9, 232	.....	446, 969	13, 895, 860

* Subport of Humacao since September 15, 1899.

^b Subport of Ponce since September 15, 1899. Port of entry only from May 4, 1899, to September 15, 1899.

Report of shipping entered and cleared, island of Porto Rico, American occupation to April 30, 1900.

Port.	Date of occupation.	Number of vessels in coastwise trade.		Total tonnage of vessels in coastwise trade.		Number of vessels in foreign trade.		Total tonnage of vessels in foreign trade.	
		Entered.	Cleared.	Entered.	Cleared.	Entered.	Cleared.	Entered.	Cleared.
San Juan	Oct. 18, 1898	713	727	74,374	76,691	569	540	904,515	865,451
Ponce	July 28, 1898	671	652	83,011	83,932	516	518	616,664	575,638
Mayaguez	Aug. 13, 1898	682	684	72,727	72,485	258	258	271,850	267,673
Arecibo	Oct. 11, 1898	270	273	58,750	58,370	98	57	128,811	92,327
Aguadilla	Sept. 22, 1898	427	420	60,159	59,607	89	88	129,283	130,033
Arroyo	Aug. 1, 1898	324	319	42,479	42,432	86	72	82,236	60,651
Humacao	Sept. 22, 1898	689	680	64,511	56,498	113	124	40,826	48,156
Fajardo *	Sept. 30, 1898	468	440	15,675	14,805	60	49	20,871	20,823
Vieques *	Oct. 1, 1898	808	779	13,834	13,506	94	82	10,545	15,846
Guanica b	July 25, 1898	24	26	295	707	1	2	2,188	2,440
Total		5,076	5,000	485,815	479,006	1,884	1,790	2,207,789	2,079,038

*Subport of Humacao since Sept. 15, 1899.

bSubport of Ponce since Sept. 15, 1899. Port of entry from May 4, 1899, to Sept. 15, 1899.

Receipts from customs by ports, military government of Porto Rico.

Ports.	Found in vaults Oct. 18, 1898.	Import duties.	Export duties.	Tonnage tax.	Passenger tax.
San Juan:					
First		\$459,600.89	\$4,829.63	\$18,932.97	\$845.00
Second		457,466.43		26,603.21	1,485.00
Ponce:					
First	\$2,618.43	426,390.59	13,777.75	11,629.09	429.62
Second		236,718.79		8,003.25	515.00
Mayaguez:					
First	969.32	131,350.72	7,344.69	3,800.96	71.00
Second		94,697.59		1,965.49	73.00
Arecibo:					
First		53,100.65	3,649.48	1,608.24	
Second		37,072.79		597.85	4.00
Aguadilla:					
First		33,250.17	2,007.40	851.52	20.15
Second		13,518.54		399.85	2.00
Arroyo:					
First		18,882.60		275.44	5.00
Second		17,730.91		123.20	
Humacao:					
First		7,770.72		526.75	25.00
Second		13,252.91		439.60	5.00
Fajardo:					
First		2,308.98		328.00	
Second		1,272.01		72.20	3.00
Vieques:					
First		1,298.06		186.96	75.00
Second		22.12		9.82	7.00
Miscellaneous, second					
Total:					
First	3,587.75	1,133,953.38	31,608.95	38,139.93	1,470.77
Second		871,752.09		38,214.47	2,094.00
Grand total	3,587.75	2,005,705.47	31,608.95	76,354.40	3,564.77

Receipts from customs by ports, military government of Porto Rico—Continued.

Ports.	Fines and confiscations.	Miscellaneous, such as fees, storage, surtax, night service.	Consumption tax on liquor.	Auditor's differences collected.	Total.
San Juan:					
First.....		\$938. 46	\$21, 387. 37		\$506, 534. 32
Second.....	\$2, 680. 10	760. 59		\$1, 606. 81	490, 602. 14
Ponce:					
First.....		237. 28	12, 749. 95		467, 832. 71
Second.....	472. 16	1, 051. 95		2, 385. 59	249, 146. 74
Mayaguez:					
First.....		48. 29			143, 584. 98
Second.....	153. 30	120. 50		1, 170. 00	98, 179. 88
Arecibo:					
First.....		161. 40	574. 19		59, 093. 96
Second.....	60. 00	7. 50		52. 52	37, 794. 66
Aguadilla:					
First.....		. 86	139. 54		36, 269. 64
Second.....		74. 00		117. 10	14, 111. 49
Arroyo:					
First.....			140. 33		19, 303. 37
Second.....		52. 50		42. 45	17, 949. 06
Humacao:					
First.....		2. 32	38. 69		8, 363. 48
Second.....	27. 80	64. 75		31. 24	13, 821. 30
Fajardo:					
First.....			15. 40		2, 652. 38
Second.....				3. 22	1, 350. 43
Viequez:					
First.....		39. 49	6. 59		1, 606. 10
Second.....		17. 50			56. 44
Miscellaneous, second.....					156. 92
Total:					
First.....		1, 428. 10	35, 052. 06		1, 245, 240. 94
Second.....	3, 393. 36	2, 149. 29		5, 408. 93	923, 169. 06
Grand total.....	3, 393. 36	3, 577. 39	35, 052. 06	5, 408. 93	2, 168, 410. 00

Total receipts from customs, etc., financial statement..... \$2, 168, 343. 00
Total receipts from customs, etc., here stated..... 2, 168, 410. 00

Difference 67. 00

(For explanation see column 17, Exhibit A, auditor's report.)

EXHIBIT 2.

UNITED STATES NAVAL STATION,
San Juan, P. R., July 18, 1900.

SIR: In reply to your letter of the 9th instant, requesting a report on the administration and control of the port of San Juan from the point of view of its civil aspect, also a statement of the steps taken to secure efficient pilot service throughout the island, I have the honor to submit the following:

2. After the American occupation in October, 1898, the records of the captain of the port's office, which were not destroyed, were turned over to the custom-house.

3. On January 28, 1899, pursuant to an order from the President of the United States, dated January 12, 1899, the military governor, in general order No. 10, 1899, transferred the "usual port jurisdiction of the harbor of San Juan" to the commandant, United States Naval Station, San Juan. The order particularly specified "the duties which are ordinarily performed by what is known as the captain of the port: the police of the harbor, the enforcement of rules and regulations regarding anchorage of vessels arriving at the port, the shifting of vessels from one anchorage to another, the boarding of vessels upon arrival, the enforcement of quarantine regulations, dumping of garbage, and other matters pertaining to the jurisdiction of the harbor."

4. The then commandant ordered two boards to convene—one to draw up port regulations and pilot rules for the harbor, the second to establish a tariff for boat hire and

rules governing small craft. In the meantime the rules and regulations in force at the time of the American occupation were enforced so far as applicable. On March 15, 1899, the rules recommended by the two boards and approved by the commandant were published. The port regulations covered the following points: Anchorage and shifting berth; use of wharves and rules for vessels lying at a wharf; handling gunpowder and other explosives in the harbor; use of firearms in the harbor; precautions against fire; taking and discharging ballast; disposition of ashes, dirt, garbage, etc.; protection of buoys and harbor marks; enforcement of quarantine regulations; regulation of speed of vessels in harbor; lights of vessels at anchor, etc.; boarding vessels; pilot rules and rates of pilotage for the harbor of San Juan; fines and penalties and method of collection. The "boat regulations" provided for the registration by number of all boats, public and private, at the office of the captain of the port, for identification; established rules in regard to the number of passengers and amount of freight to be carried; the tariff to various parts of the harbor; and police regulation for boatmen and small boats. A total of 229 boats of all kinds have been registered.

5. In June, 1899, at the request of the military governor, a board was ordered by the commandant of the naval station for the examination of pilots for all ports of the island. All pilots then acting were required to appear before this board, and on receiving a certificate of competency from the board and filing an oath to support the Constitution of the United States and the laws of Porto Rico, were given licenses signed by the captain of the port. This course has been followed with all pilots licensed since that date; 31 harbor pilots and 16 coast pilots have been licensed.

6. In August, 1899, the military governor requested the captain of the port of San Juan to submit a set of port rules and pilot regulations for all ports in the island. As the result of the recommendations then made, General Order 133, dated August 31, 1899, was issued from headquarters giving the "Port regulations and pilot rules for Porto Rico." This order covered the same ground as the port regulations for San Juan given in paragraph No. 4 of this report, and in addition provided for the publication and distribution of the "regulations," the detail for the offices of captains of the ports, and specified the number of pilots to be licensed for each port. The order remained in force until the establishment of the civil government, but was slightly modified by General Order 37, 1900. By this last order the number of ports at which pilotage should be compulsory was reduced to three, viz, San Juan, Mayaguez, and Ponce, and some modifications were made in the method of collecting fines.

7. Other matters coming before the captain of the port were:

The investigation of collision in the harbor and assessment of damages. Special boards were ordered for this purpose when a sufficient number of officers were available; otherwise it was attended to by the captain of the port himself.

Questions between merchants, captains, and their crews which could be settled out of court.

Regulation of lighter traffic.

Identification of property adrift and settlement of awards.

The accounts of the pilots have been audited twice a month. For the fiscal year ending June 30, 1900, the total receipts for pilotage amounted to \$13,954.35. The expenses for office rent, clerk hire, boat's crew, repairs to boat, etc., \$2,950.70, leaving \$11,003.65 to divide amongst the pilots.

Various other questions pertaining to the marine authority under the Spanish régime have been referred to this office, involving a considerable amount of correspondence. The applicants have been directed to the proper tribunal, or, if no such tribunal existed, and it could be done without raising legal questions, present or future, the questions have been decided by the captain of the port.

8. For the work above detailed the insular treasury has been put to no expense. For the greater part of the time a station vessel or tug and a collier have been anchored in widely separated parts of the harbor. The regular lookouts on board these vessels sufficed for an observation police. The station steam launches and the pilot boats (without charge) were also used. Every vessel entering the harbor was boarded by one of the launches, which remained in her vicinity until she was cleared by the health officer in order to prevent unlawful communication. No fees have been charged for pilot's licenses, for registration of boats, permits for explosives, or for any other papers. The clerical work has been done by the force at the station provided by the Navy Department. No extra compensation has been received by anyone connected with the naval station. When there has been no junior officer at the station available for the purpose, the actual duties usually performed by a harbor-master have been attended to without compensation by the chief pilot under the direction and supervision of the captain of the port. Fines collected have been at once turned over to the collector of the port. Since General Order 37, dated February 16, 1900, was issued the fines have been collected directly by the collector of

customs. The most effective punishment for the violation of boat regulations by the boatmen was found to be a so-called temporary revocation of license for traffic. This was enforced by hauling the boat out of water at the naval station and placing it under guard during the period of revocation. By authority of letter from headquarters, 7413-A, dated March 23, 1900, a new set of boat regulations were issued. These were practically the same as those issued March 15, 1899, with the addition of a few police regulations, but gave jurisdiction and infliction of fixed penalties to the police court of San Juan.

For the police of the wharves and docks, the police employed first by the board of harbor works and subsequently by the board of public works to protect their property have been utilized, reenforced, if necessary, by marines. When I took charge of the station, two such policemen were employed in San Juan and one in Catano. Very shortly afterwards the number in San Juan was reduced to one, and just before the inauguration of the civil government the policeman in Catano was dropped. These men were paid by the board of public works, and I do not know what compensation they received.

9. In attempting a short sketch of the port administration under Spain, I find it difficult to separate entirely this particular subject from the general maritime legislation. In the laws the term "naval authorities of the port" is used in some places; in others, "naval commandant," "aid for the district," or "captain of the port;" in others, "naval commandant of the province" or "captains of the ports." In Porto Rico, for example, the commandant of the arsenal was ex officio captain of the port of San Juan, but delegated the duties usually to his second aid. He had direction and supervision of all captains of the ports of the island and was himself subject to the "superior authority of the arsenal of Habana." I find the port regulations of San Juan and Mayaguez are approved by the last-named authority.

10. The Spanish law gives jurisdiction to the naval authorities in the following cases, which by the laws of the United States are assigned to civil or mother functionaries: Offenses of any kind committed on board merchant vessels.

Seizure of contraband afloat.

All wrecks, groundings, collisions, and damages that may occur to merchant vessels; also, proceedings instituted in regard to articles found in the sea or those raised from its bottom (except natural products) and those washed ashore.

All offenses in contempt of the naval authorities, insults to sentries, etc.

All proceedings for inheritance in cases of individuals of all classes of the navy, of employees, or of persons depending on the navy.

Cases arising from the law for the protection of submarine cables.

Delays of mail steamers.

Enticing people in the naval service to desert or rendering assistance to deserters in time of peace.

Stealing arms, ammunitions, provisions, or effects belonging to the navy, arsenals, or national vessels and arson in the same places.

All offenses committed in naval arsenals against the internal regulations for the preservation and security of such places.

All offenses committed by persons of any class, condition, or sex who may be carried as passengers on board national vessels.

All offenses committed by contractors for the navy relating to their contracts.

All infractions of the police regulations for vessels, ports, beaches, or the maritime zone. (The maritime zone is defined as "along the sea margin and banks of rivers so far as navigation extends; lands washed by the ebb and flow of tides or in case of rivers within the reach of high water in the flood season.")

Infractions of the regulation for fisheries in salt waters of the sea.

The concession of fisheries of all classes, hatchery parks for the raising of mollusks, etc.

The service of pilotage in all ports under the Spanish dominion.

It is further provided that when a person from civil life is tried under naval jurisdiction for offenses punishable by the civil code, the punishment assigned in the civil code for the offense shall be given.

11. The following are also assigned to the naval authorities:

The semaphore service.

Questions of salvage.

Inspection of vessels; provides for the selection by the naval authorities of a mechanical expert for the purpose of periodical inspections of hulls, machinery, and boilers, the latter to be paid by the owner or agent of the vessel.

Examination of masters, mates, and engineers.

The registration of merchant vessels.

The captain of the port was required to examine ships' papers before sailing. The following were legalized only by his signature:

Certificate of registry.

Crew and passenger lists.

Log book, account book, and cargo book. The certificate attached to these three books was merely in regard to the original number of pages, as a stamp duty of 1 peso per book and 15 centavos per page was collected.

Shipping articles were executed with the sanction of the naval authorities.

Coasting vessels were licensed by the naval commandant of the province; fishing vessels by the commandant or aid for the district.

12. It is specified that the board to formulate pilot rules and fix the rates of pilotage shall consist of—

The captain of the port as president, the chief pilot, two other pilots, two captains, two shipowners, and two consignees.

The report required the approval of the superior naval authority.

The board for the examination of harbor pilots—

The captain of the port as president, the chief pilot, two captains with recognized knowledge of the harbor, and an aid to the captain of the port or commandant as secretary.

The board for the examination of coast pilots:

The naval commandant of the district, including the coast for which the license is desired, as president, the second commandant, two pilots, and a sufficient number of aids to the commandant to raise the number of the board to seven.

13. The police regulations for ports (paragraph 10, this letter) included general movement of vessels, entries, clearances, anchoring and mooring and shifting berth, approaching and leaving wharves, towing and regulations for tugboat service, taking and discharging ballast (restricted to stone or sand), rules for handling powder and explosives in the harbor, regulation of lighter traffic, dumping dirt or garbage, causing obstructions to navigation, regulations of lighter traffic, dumping dirt or garbage, causing obstructions to navigation; regulations for fires, stoves, lights, etc., on board vessels and precautions against fires; wrecks inside the harbor, damage to public works by vessels, careening of vessels and authority necessary to undertake repairs, the prevention of crews of vessels carrying firearms on shore.

14. The naval arsenal at San Juan was not a naval station in the sense the term is used in the United States. It possessed no facilities whatever for repairs and issued no stores to the naval service in general. A Spanish vessel of war arriving in the harbor was practically in the same position as if the station did not exist. Her coal and supplies were purchased by contract by her own officers and repairs were made in the same manner. The station was the headquarters for the naval administration of the province and appears to have been used almost entirely for offices and quarters. All expenses, including the salaries of naval officers and pay and rations of enlisted men, were paid by the island treasury.

In 1897-98, before the Spanish-American war, there were at the station 1 captain as principal commandant of the province, 1 commander as second commandant, 1 lieutenant as judge-advocate, 1 lieutenant as captain of the fort, 1 lieutenant as for general service, 1 lieutenant of marines as personal aid to commandant, 2 clerks, 1 commissary, 2 paymasters, 1 clerk, 1 porter.

There was also on shore, at the station, a hydrographic commission paid from the island treasury, consisting of a commander, two lieutenants, a draftsman and a clerk. On the island serving as aides for the district and captains of ports, subject to the principal commandant, were 2 commanders (Ponce and Mayaguez), 1 lieutenant (Aguadilla), 5 ensigns (Vieques, Fajardo, Arecibo, Guayama, Humacao); also 2 guards of the first class and 26 guards of the second class.

These latter enforced the orders of the captains of ports, and at small places, where there was no captain of ports, were in charge; one first-class guard and five second-class were stationed at San Juan.

15. Attached to the station were one first-class gunboat as station vessel, one second-class gunboat for the hydrographic commission, one steam launch for use of the commandant and captain of port.

The running expenses of these vessels including salaries of officers, pay, rations, clothing, etc., of crew were paid by the island treasury.

16. In the island budget for 1897-98, the latest that can be obtained, deducting 64,000 pesos donated for the increase of the national navy, the total amount assigned to naval purposes is 158,668.20 pesos. Of this 31,555.60 pesos is for the hydrographic commission and vessels, and 2,265 pesos for the semaphore service—the remainder, 124,847.60 pesos, for the naval administration of the island.

17. It will be seen from the above that it is impracticable to give the cost of the port administration of any one port. It would be difficult to determine the proportion of the general expense maintenance of vessel, etc., which should be assigned to

that particular port; as the officers specially in charge have other duties not strictly connected with port administration, it is incorrect to charge their salaries to this one item.

18. I may state, that besides the salaries given in the budget, officers appear to have had certain legal perquisites. From an examination of the pilots' accounts, I find that one-sixth of the amount received for pilotage was divided between the commandant, the second commandant, and the captain of the port, the commandant receiving two-thirds of this amount and each of the others one-sixth. For the last fiscal year, at San Juan, this would have amounted to \$1,550.48 (United States) for the commandant, \$775.24 for each of the others. Possibly other sources for additions to salaries existed, but owing to the destruction of many of the records of the office at the time of the transfer to the United States commissioners. I have no reliable data on the subject.

I am sir, very respectfully,

J. H. DAYTON,

Captain, United States Navy, Commandant.

Brig. Gen. GEO. W. DAVIS, U. S. Army,
Commanding Department of Porto Rico.

EXHIBIT 3.

ROYAL DECREE, also known as "Cedula of Grace," promulgated by His Majesty, containing the regulations for the colonization and development of the commerce, industry, and agriculture of the island of Porto Rico, August 15, 1815.

The KING. It having been my constant desire and best wishes to endow my beloved vassals with the largest degree of happiness and accord to them all the benefits resulting from the establishment of free trade, I have always borne this purpose in mind, as shown in the various orders by me issued for observance in the extensive possessions in the West Indies. Because I am thoroughly convinced of the fact that protection to commerce and industry is one of the most important factors responsible for the aggrandizement, enrichment, and prosperity of a country.

The inhabitants of Porto Rico have always deserved my particular consideration and are entitled to my fatherly love. On many previous occasions I have shown to them that I look upon their island as a favored portion of my possessions. But despite my good intentions, and the privileges and franchises granted them by my grandfather, Carlos III, under articles 48, 49, and 50 of the West Indies foreign trade regulations issued October, 1778, experience has demonstrated that these grants have not given the satisfactory results expected; and moreover, the native industries as they are to-day, the geographical location of the island, and the nature of its products, fit for exportation to Europe, require the adoption of some special regulations adapted to these particular circumstances.

The evidence of this fact led me to secure all useful information on the subject, and to the adoption of measures which would guarantee the gradual development and permanent establishment of commerce in this island, thus promoting its general welfare. In consideration of these facts and in reward of the services and loyalty of the inhabitants, I do hereby order that the privileges and franchises granted under the provisions of articles 48, 49, and 50 of the aforesaid free trade regulations, and those granted to the islands of Trinidad and New Orleans in the royal decrees of January 21, 1782, and November 4, 1783, be continued in force with the following changes and alterations.

ARTICLE 1. All vessels belonging to subjects of this kingdom or natives of the colonies having commercial intercourse with Porto Rico, can, for a term of fifteen years from date of this royal decree, clear all ports where my consuls reside, and return to them with fruits and articles from this island, except money, which is absolutely prohibited. Consuls are required to make a detailed list of all articles so shipped, and deliver same duly signed to the captain or master of the vessel, who will present same upon arrival to the bureau of revenues of the port for which he is bound. A duplicate of this list will be sent by the consul to the secretary of the royal bureau of the West Indies for his information and investigation in case it be considered necessary in order to ascertain whether the articles have been applied to a legitimate purpose.

ART. 2. The provisions of the preceding article will be applicable to Porto Rico only in case of urgent necessity—this to be determined by the governor and inten-

dente of the island—so that the goods can go to other foreign islands in America, in which case captains or masters of vessels will be required to submit a declaration of their cargoes to the royal bureau, where the goods so shipped will be inspected and checked by the official in charge.

ART 3. To encourage the natives and to induce them to extend their trade to the authorized ports of Spain, I do hereby authorize them to ship to other points in the West Indies all such merchandise imported from Spain as they have not been able to dispose of in the island, provided they pay the same duties that would have been paid in Spain under the regulations promulgated October 12, 1768. With a view to avoid fraud, and prevent that ports of the rest of my possessions be prejudiced thereby, the exportation of foreign goods from Porto Rico is absolutely prohibited, inasmuch as the consumption of all goods imported in Porto Rico should not extend beyond its requirements.

ART 4. No dues will be levied on "negroes" imported into Porto Rico for a period of fifteen years, and the inhabitants of the island will be permitted to go to other colonies in peace with Spain and obtain negroes in exchange for goods or for money, and pay the corresponding duties on both of these last, provided for in article 7 of these regulations.

ART 5. In order that all these measures may render the satisfactory results desired, I also grant the inhabitants of Porto Rico the privilege, for a term of three years, of acquiring vessels from foreign nations, being free of the foreign tax, "medianata," and other dues, and have them enrolled as if built in Spain.

ART 6. Evidently this direct trade will contribute in a large measure to the support of Porto Rico and its expenses of administration, and therefore it is ordered that a 6 per cent ad valorem be collected on articles imported or exported on vessels pertaining to either European Spaniards or inhabitants of the island.

ART 7. For the collection of the duties provided for in the preceding articles, and the 2 per cent tax levied on all goods transferred to Habana and other ports in the West Indies, a bureau is hereby created in Porto Rico. With a view to regulate its administration and suppress any abuses or arbitrary measures the superintendent of finance in San Juan will at once proceed to frame and prepare the custom tariffs in accordance with the free trade regulations, thus fixing the value of and duties to be collected on each article, either for import or export, and submit same for the approval of the officers of the bureau.

ART 8. Subjects of foreign nations at peace with Spain who desire to establish themselves or who have already settled in the island of Porto Rico will inform the governor in due form that they are of the Roman Catholic faith, without which requirement they will not be allowed to reside there. This, however, does not apply to the vassals of this kingdom or those of our West Indian possessions of whom there can be no possible doubt in this respect.

ART 9. All foreigners admitted under the preceding article will be administered the oath of allegiance by the governor and will swear that they will support and obey the laws and regulations provided for the West Indies, to which all Spaniards are equally subject. The governor thereupon will grant them a title upon the lands allotted them according to the following rules:

ART 10. Each white person of either sex will be assigned 4 2-7 "fanegas" of land (170 acres), and half this amount to each slave, black or dark, they may carry with them from the colonies; the distribution of land to be made so that they may participate of the first, second, and third classes, of which record shall be kept in a book suitably arranged for this purpose, showing the name of each settler, date of admission, number in his family, occupation, and place from where he came. A certified copy of this will be given the beneficiary as the title to the land thus allotted him.

ART 11. The free or liberated blacks and mulattoes—heads of families—who may come to the island as colonists shall be assigned one-half the quantity allotted to the whites. If they take any slaves with them, their land will be increased in proportion to the number of these, who will be entitled to an amount equal to that of their owners. The same certificate will be issued to them as to others.

ART 12. Five years after their definite settlement on the island, and under promise of residing there permanently, foreign colonists will thereby become citizens and will thereby be entitled to rights and privileges as such, as well as their children when they first arrived or who may have been born in the island since. They will be proper subjects for election or appointment to honorary positions under the Government or in the militia organizations, according to their fitness and personal qualifications.

ART 13. No capita or personal tax shall ever be collected from the white colonists who will only pay for their slaves, whether black or mulatto, at the rate of \$1 apiece per annum after ten years of residence in the island. This tax shall never be increased.

ART. 14. Spanish and foreign colonists alike shall have the privilege of returning to their respective countries or former residences within the five years after their arrival, and will be permitted to withdraw from the island all the money and property they brought thither without charge; but will be required to pay 10 per cent for any amount in excess thereof, and the land thus relinquished by them will be returned to the State and will be disposed of by giving them to others or in such manner as thought most convenient.

ART. 15. Old and new colonists having no legal heirs shall upon demise be permitted to bequeath their property to their relatives or friends, wherever these may reside; and should their successors desire to establish themselves in the island, they will be accorded the same privileges as the former possessors; but if they prefer to take away the property thus bequeathed to them they shall be allowed to do so upon the payment of 15 per cent of the total amount, provided the person who willed the property had resided five years in Porto Rico. If the withdrawal is effected before or within this time, 10 per cent only will be charged, according to the preceding article. The parents, brothers, and cousins of intestates shall inherit their property, although they may be established in foreign countries, provided they change their residence to Porto Rico and become Catholics. In case they are not able or do not desire to become residents, they will be allowed to dispose of their property by sale or transfer to others, according to the requirements of preceding article.

ART. 16. All colonists holding property in Porto Rico are likewise authorized, under the Spanish laws, to bequeath or otherwise transfer their realty and will not make any distribution which may particularly favor one or more of his sons with prejudice of the others or the widow of the testator.

ART. 17. Any colonist who, by reason of a law suit or any other justified cause, should have to leave the island in order to go to Spain, another of the provinces, or to foreign territories, will apply to the governor for authority and it will be granted provided that he is not going to a country at war with Spain, or it is not his intention to take away his property.

ART. 18. Spanish and foreign colonists shall be equally exempt from the payment of "diezmos" on the products of the land, for a term of fifteen years, after which they shall only pay $2\frac{1}{2}$ per cent, i. e., one-fourth of the "diezmo" tax.

ART. 19. Their products and articles of commerce will be likewise exempt from the payment of the "alcabala" dues for the same length of time, after which they will pay $2\frac{1}{2}$ per cent. If the products are shipped in Spanish vessels to the ports of this Kingdom no taxes shall be imposed.

ART. 20. The fact that every colonist should be properly armed even in time of peace, in order to control the slaves and to resist any attack or invasion by the pirates, shall not enroll them in regular militia, but it shall be their plain duty to present their arms every two months for inspection by the governor or officer detailed for this purpose. In time of war or rebellion on the part of the slaves they shall come to the defense of the country according to the orders which may be issued by the governor.

ART. 21. Vessels of whatever description or construction belonging to former colonists shall be brought to the island where they may be properly registered, titles produced, and the ships enrolled as Spanish vessels. This also applies to those acquired in foreign countries through purchase or in any other legal manner, being exempt from the foreign and registration fees. Those desiring to build their ships in the island shall be authorized by the Government to obtain from the forests all the timber required, but shall not use timber specially intended for the construction of vessels for the royal navy.

ART. 22. The trade and introduction of negroes in the island will be entirely free of duties for colonists and dealers, but it shall be illegal to take them from the island to any others of my West Indian territory, without my authority, and the payment of 6 per cent upon the importation of same.

ART. 23. Colonists shall be allowed, when so authorized by the governor, to go with their own or chartered vessels to other friendly or neutral islands with the purpose of buying negroes and will be permitted to carry the products, articles, and money which they may require, paying a duty of 3 per cent on same. This duty shall also be paid by those who, being engaged in this business or trade, should, with my consent, bring slaves to the island; an additional tax shall be also collected for their importation into the island, but of this colonists are exempt so as to protect and encourage their trade and agricultural industries.

ART. 24. The direct trade of Spain with the inhabitants of Porto Rico, and that between this island and the rest of my islands and territories in America will be entirely free of all duties whatsoever for a term of fifteen years from the date of this

my decree. After this time all articles which under the late free-trade regulations are considered free of duties will continue to be imported through the ports of my Kingdom under the same terms, and no duties shall thereafter be collected other than those paid by the other islands and territories of my West Indian possessions.

ART. 25. Spanish and foreign goods, properly registered and shipped, hereafter imported into the aforesaid island, shall, for a term of fifteen years, be absolutely free of duties, but the goods and merchandise so imported shall not be allowed to go out of the island or be shipped to any part of my West Indian territories. Should they be permitted to do so in any urgent case or from some justified reason this will only apply to Spanish products, such having to pay the duties provided for in the aforesaid free-trade regulations.

ART. 26. With a view to facilitate in every possible way the colonization and development of the commercial resources of the island, all vessels pertaining to subjects of Spain or to the inhabitants of the island shall be allowed, for a term of fifteen years, to clear all ports where my consuls reside and take their cargoes for this island and thereafter return directly.

EXHIBIT 4.

Abstract of loans in Porto Rico secured by mortgage on country and city properties, 1890-1898.

[Figures indicate pesos.]

	Amounts, with rates of interest.						Total.
	Without interest, probably discounted in advance.	Interest from 1 to 6 per cent.	Interest from 6 to 12 per cent.	Interest from 12 to 18 per cent.	Interest from 18 to 24 per cent.	Interest over 24 per cent.	
On farm lands registered in—							
San Juan	520,244.66	443,357.15	1,081,000.97	838,080.46	345,518.65	123,301.00	3,351,502.89
Ponce	1,040,599.35	332,679.21	1,825,579.09	1,235,630.70	65,840.37		4,500,325.72
Mayaguez	3,190,679.50	308,716.60	1,344,710.00	241,660.80	8,610.00		5,094,436.90
Arecibo	1,685,273.20	4,298.43	2,602,597.06	880,110.49	103,684.98	4,037.09	5,280,001.25
Humacao	361,676.57	92,721.63	897,536.24	278,775.08	95,658.65	2,135.38	1,728,503.35
Aguadilla	1,440,172.76	16,778.00	53,635.86	268,563.93	125,422.48		1,904,573.03
Caguas	298,192.12	30,649.04	203,574.06	96,290.49	6,234.88	100.00	635,040.59
San German ..	1,441,773.77	87,320.30	778,980.48	39,654.05	1,265.90		2,348,994.50
Guayama	192,144.73	9,846.91	1,036,126.08	14,777.00	2,000.00		1,254,894.72
Total	10,170,756.66	1,326,367.27	9,823,779.84	3,893,543.00	754,235.91	129,573.47	26,098,276.15
On city property registered in—							
San Juan	93,480.70	388,504.22	1,091,451.64	611,382.15	226,477.15	17,819.74	2,429,115.63
Ponce	119,688.42	138,065.95	480,808.39	195,969.00	16,010.00		950,541.76
Mayaguez	476,326.27	9,184.00	153,164.45	59,883.00	4,800.00		703,357.72
Arecibo	79,851.01	27,136.00	123,058.70	81,628.75	12,253.24	1,200.00	325,138.02
Humacao	77,193.46	3,405.00	68,785.96	27,643.00	3,900.00	150.00	181,077.42
Aguadilla	106,118.22		16,303.77	34,069.26	2,000.00		158,491.95
Caguas	6,775.49	550.00	5,475.00	19,107.00	985.00	700.00	33,592.49
San German ..	67,515.15	4,525.59	11,543.00	3,000.00			86,583.74
Guayama	9,029.11	13,000.00	47,197.00	1,400.00			70,626.11
Total	1,035,977.86	584,371.08	1,997,787.91	1,034,082.00	266,535.39	19,869.74	4,938,524.14
Total in island	11,206,734.52	1,910,738.35	11,821,567.75	4,927,625.00	1,020,671.30	149,443.21	31,036,800.29
Total reduced to dollars	\$6,724,040.71	\$1,146,443.01	\$7,092,940.65	\$2,956,575.00	\$612,402.78	\$89,665.93	\$18,622,080.17

Paying an annual average interest of, say, 9 per cent (the rate at local banks), amounting to \$1,675,987.21.

APPENDIX H.

PUBLIC WORKS AND UTILITIES.

- EXHIBIT 1. Report of president of board of public works (5 inclosures).
 2. Report of expenditures, federal appropriations (5 inclosures).
 3. Report on mining claims.
 4. Report inspection light-house service.
 5. Appraisement of public buildings.
 6. Report of board on public property required by Government (3 inclosures).

EXHIBIT 1.

UNITED STATES ENGINEER OFFICE,
 DEPARTMENT OF PORTO RICO,
San Juan, P. R., July 14, 1900.

The ADJUTANT-GENERAL DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: I have the honor to report as follows upon the subject of public works in the island of Porto Rico from the beginning of the American occupation, October 18, 1898, until the end of the military government May 1, 1900.

I.—ORGANIZATION OF PUBLIC WORKS IN PORTO RICO FROM 1875 TO MAY 1, 1900.

From the year 1875 until shortly before the Spanish-American war there was a dual administration of public works in Porto Rico. The provincial deputation had a bureau known as the "Obras Publicas Provinciales," while under the Spanish colonial minister there existed the "Jefatura de Obras Publicas."

The provincial organization had charge of certain road work and of certain public buildings, and acted as technical adviser to the deputation.

The "Jefatura" was the more important organization, having certain rights of inspection over the provincial bureau, and being charged with work on certain roads, public buildings, and light-houses, as well as technical matters concerning franchises, railroads, and the like.

Harbor works, where carried on at all, were administered by local harbor works boards, which prior to the war existed at San Juan, Ponce, and Mayaguez, and the "Jefatura de Obras Publicas" furnished certain technical assistance and supervision to the work of the harbor works boards.

The Canovas reforms, instituted by law December 31, 1896, went into effect July 1, 1897. By this law the bureau of public works pertaining to the deputation become charged with almost all the work of the old "Jefatura," retaining its own peculiar functions as well. The "Jefatura" was renamed the "Inspection de Obras Publicas," losing its administrative character and remaining as a body advisory to the governor-general. The short period during which the Canovas reforms were in effect did not permit affairs to get in running order.

The Sagasta reforms provided for autonomy in a law promulgated November 25, 1897. The short time elapsing between the passage of the act and American occupation was insufficient for consummating the changes proposed. However, on February 11, 1898, there was appointed a "secretary of fomento," who was charged with all duties that pertained to public works. His bureau for such work was named again the "Jefatura de Obras Publicas." At the time of American occupation, October 18, 1898, the secretary of fomento was Dr. Salvador Carbonell and the chief engineer was Eduardo Cabello. Under the military government of General Brooke, Dr. Carbonell was retained and Mr. Juan Bautista Rodriguez was appointed chief engineer. The former retained office until February 9, 1899, when relieved by Mr. Frederico Degetau. Mr. Rodriguez was relieved by Mr. Francis L. Hills on February 9, 1899, the title of Mr. Hills soon being changed to director of public works.

In the meantime, on January 18, 1899, the inspection, care, and maintenance of light-houses had been transferred from the department of the interior to Ensign W. R. Gherardi, U. S. Navy.

On February 15, 1899, the harbor works board of San Juan was abolished, Commander A. S. Snow, U. S. Navy, being appointed inspector of harbor works, and Maj. E. A. Root, chief engineer, U. S. Vols., being appointed engineer in charge. All of the changes above enumerated took place under the military government of General Henry.

General Henry was relieved by General Davis on May 8, 1899.

On August 12, by general order, General Davis reorganized the public works, placing harbor works, light-house construction and repair, maintenance and construction of roads, bridges, and public buildings, and technical matters relating to franchises, railroads, and the like, under a board of public works, composed of the undersigned as president, with Messrs. F. L. Hills and J. B. Rodriguez as the other members. This board continued to administer public works until April 30, 1900, with the following changes of personnel, to wit:

Mr. Hills resigned October 31, 1899, and Mr. P. F. Fernandez was appointed a member March 1, 1900.

The many changes above enumerated occurring within the short space of three years have necessarily affected the conduct and progress of work adversely. Speaking for the time of which I have personal knowledge, however, I may say there was an earnest and harmonious effort made by the board of public works to secure an honest and efficient administration. Whenever possible Porto Ricans were retained or employed in all capacities, and I wish to remark that among the Porto Ricans are many able, industrious, and high-minded men.

The board organized its work into five sections—those of roads, public buildings, light-houses, harbors, and accounts. The principal section, that of roads, was further subdivided into surveys and field data, design of bridges, etc., construction, and maintenance. Each of these subdivisions was placed under a well-equipped engineer.

The engineer in charge of construction also administered the sections of harbors and light-houses, while the old Spanish contracts for construction were cared for by the engineers in charge of surveys and maintenance, the last two being Porto Ricans.

An architect was placed in charge of the section of public buildings.

Upon each work of construction there was employed a resident engineer, with the necessary instrument men, rodmen, inspectors, etc., the resident engineer reporting to the engineer in charge of construction.

Under the engineer in charge of surveys five well-equipped parties have taken the field, one party making borings for bridge foundations and four making surveys for future construction.

The organization under the engineer in charge of maintenance comprised 3 assistants, 9 sobrestantes (overseers), 16 capitaces (foremen), and 95 camineros (road workers). This is the European system, which reaches its highest development in France, where the roads maintained exceed 400,000 miles in aggregate length and where an immense army of regular employees is constantly occupied with maintenance.

Each caminero is specially charged with the care of from $1\frac{1}{2}$ to $2\frac{1}{2}$ miles of road. Camineros are brigaded, or special workmen are employed where large quantities of stone are being placed in a given locality. The caminero system is only employed in connection with the completed portions of permanent roads. When these roads were built under Spain, caminero houses were provided at proper intervals along the road, and the occupancy of his house, as well as the dignity of his position among his peon neighbors, are large additions to the \$15 received monthly by the caminero. It is believed that no other system will suit conditions in Porto Rico as well as the one I have described. The road worker is essentially a skilled laborer; consequently his employment must be continuous, so that he may be trained, and when trained retained. I believe it requires several years in the average case to develop good camineros. The constant changes of personnel throughout the organization have not yet permitted the development of a first-class force, but there is no reason why it should not soon exist. It has seemed to me that the camineros might be supplemented by one or more gangs, thoroughly equipped with modern road machinery, who should undertake those extensive repairs that amount to reconstruction.

This organization for road work was found entirely competent to handle not only the works undertaken, as hereafter described, with insular funds, but also, with the addition of a second engineer in "construction," the road work undertaken by me as engineer officer of the department, with allotments from Federal appropriations aggregating on April 30, 1900, \$860,000.

II.—WAYS AND MEANS.

After American occupation and until June 30, 1899, special appropriations were made from time to time by the military governor to meet contract liabilities and expenses of repairs and construction. It may be said, without lack of respect to anyone in authority, that the road work during this period was unsystematic and carried on under first one policy and then another.

This was the inevitable result of a constantly shifting personnel from top to bottom.

From October, 1898, to February, 1899, inclusive, expenditures were small, being only sufficient to meet payments due on contracts in force and provide in a meager way for the maintenance of the existing completed highways.

Under a new policy inaugurated about March 1, 1899, work was begun upon some 57 country roads. The aggregate expenditures increased rapidly from 28,106.47 pesos in February, 1899, to 48,173.05 pesos in March, 155,855.36 pesos in April, and \$163,639.74 gold in May, 1899.

These expenditures had for their object the employment of the peons as well as the improvement of the roads, it being the desire of General Henry to place 20,000 men at work. A further account of the work done at this period may be found under its proper heading.

During this period there was spent upon light-houses and public buildings the sum of \$8,061.18, but the great bulk of the expenditures, namely, \$302,643.60, out of a total of \$420,079.57, was for the country-road work above mentioned.

Attention is invited to inclosure I for tabulated financial statements covering the period from October 18, 1898, to June 30, 1899.

Following the period above mentioned came a great reduction in the amount being expended upon country roads, the formation of a budget to cover expenditures during the next fiscal year (1899-1900), and the creation of a board of public works. After these changes a permanent organization became possible and was soon effected. It became practicable to work systematically and to do things in order.

The budget for 1899-1900 was as follows:

(a) *For road work and public buildings.*

1. Plantilla, pay of permanent employees	\$33,170.00
2. Repair and maintenance of public roads	158,000.00
3. Repair and maintenance of country roads	32,000.00
4. Construction of permanent roads of approved plan	200,000.00
5. Construction and repair of public buildings	26,800.00
6. Office expenses	1,500.00
7. Repairs to Columbus monument	400.00
8. Special appropriations made from time to time for public buildings, etc	75,151.74
Total	527,021.74

In addition there was authorized to be contracted for against subsequent budget appropriations for roads and bridges, \$150,000.

NOTE.—From the amount appropriated for country roads there was later transferred to "maintenance, permanent roads," the sum of \$8,156.69.

(b) *Light-house work.*

1. Maintenance and repair of illuminating apparatus	\$7,234.00
2. Construction of Mona light station	21,255.37
3. Purchase and installation of light at Puerto Ferro	4,000.00
Total	32,489.37

(c) *For harbor works.*

For maintenance and improvement of wharves, roadways along wharves, plant, etc., removal of wrecks, establishment of harbor lines, and preliminary surveys for improvement of harbors

20,772.94

The expenditures in detail, under these appropriations from July 1, 1899, to April 30, 1900, will be found tabulated in inclosure II.

III. WORK ACCOMPLISHED ON THE ROADS.

1. *Character of the work.*—The island of Porto Rico, with an area of about 3,600 square miles, has a coast line, not measuring sinuosities, of about 270 miles. Along this coast line are scattered the more important ports of San Juan, Arecibo, Aguadilla, Mayaguez, Ponce, Arroyo, Humacao, and Fajardo, and the lesser ports

of the class of Guanica, Naguabo, etc. Lack of land connection has multiplied the ports.

To the great annual rain fall may be attributed the numerous streams and rivers that cut up the interior. Except for a coastal plane, averaging no more than a few miles in width, the interior is composed of rounded, very irregular hills or mountains, varying in height, say, from 1,500 to 3,800 feet. These mountains do not exist in ranges, but lie in very confused groupings between the rivers in a way greatly to increase the difficulties of location and construction of roads or railroads.

It is the most rapidly eroding country I have ever seen. The torrential rains bring down great landslides everywhere. The most insignificant stream is occasionally a torrent. The effect of these rains upon the surface of roads and upon the masonry appurtenances thereto leaves no room for cheap work that shall be permanent. Steep grades result in ruin to the road surface; improper foundations for masonry work or insufficient water passes result in washouts.

It is difficult to hold a roadbed upon a side hill unless it is all in excavation. If water grades be sought along the courses of streams, the amount of rock excavation is excessive, while it is difficult to keep the grades at a maximum of 7 per cent if the waterways be crossed.

In the coastal plain the product to be transported is sugar. The proximity of the crop to the sea reduces its haul to a minimum. It is generally picked up by small vessels at the nearest possible anchorage, or hauled short distances over almost impassable mud roads to better ports for shipment. The Belt Railroad projected in Spanish days, of which 132 miles were built prior to American occupation in the neighborhoods of San Juan, Ponce, Aguadilla, and Mayaguez, hauls a certain portion of the sugar crop to one or the other of the ports mentioned.

It is believed that the land transportation of sugar will take care of itself through the growth of the central factory system, each "central" being located at a port or on the railroad, and possessing a sufficient mileage of industrial railroad to bring in the cane for crushing from the neighboring plantations.

While it may never be profitable to complete the project of an independent belt line of railroad, yet it is probable that the roads to be built in connection with the sugar factories will eventually connect coast points with each other, or with the existing portions of belt line, so that the need of roads for this section may be considered as a minimum. Besides, between the ports there always exists the sea, the cheapest highway of all for transportation purposes.

The weight of the sugar crop (including molasses, etc.) is perhaps 150,000,000 pounds as an annual average. As has been stated, it is grown near the sea, and will probably be grown hereafter by considerable aggregations of capital, which can and naturally will solve the problem of its transportation otherwise than by wagon roads.

The weight of the coffee grown annually may be stated at 50,000,000 pounds, and the weight of the tobacco at 6,000,000 pounds.

The average length of land haul is probably five to six times as great for coffee and tobacco as for sugar. As the weight of the coffee alone is one-third the weight of the sugar products, it will readily be seen that the ton-mileage of coffee is approximately twice the ton-mileage of the sugar products. Moreover, the money value of the coffee and tobacco crop combined is perhaps twice that of the annual sugar products. The coffee and the tobacco are raised among the mountains in the interior. Here is the densest population, and here is the greatest lack of transportation facilities. Almost all products must be marketed with pack animals over trails that are not only difficult but absolutely dangerous and often impassable for days at a time in the rainy season.

All of the systematic work planned or in progress since the board of public works was organized has looked to the construction or maintenance of roads that shall extend from the more important ports directly into the interior. This has thrown our work at once into expensive locations, but it is believed that the results will be of the greatest economic value to the island.

The Spanish custom was to constitute a road one of "the approved plan" when the pressure for its construction had reached a certain point. The approved plan included all the main roads, or portions thereof, constructed with insular funds, and many others upon which work had never been begun. It may be said that all of the roads under construction during the régime of the military government belonged to the approved plan of former days, except the branch road to Morovis. Inasmuch as the number of the road in the approved plan is used to designate the road in the financial statements appended to this report, there is here inserted a table of roads, with their appropriate numbers:

- Road No. 1. San Juan to Ponce.
- Road No. 2. Catano to Mayaguez along coast.
- Road No. 3. Mayaguez to Ponce.
- Road No. 4. Cayey to Arroyo.
- Road No. 5. Caguas to Humacao.
- Road No. 6. Ponce to Arecibo.
- Road No. 7. Rio Piedras to Fajardo.
- Road No. 8. Lares to Aguadilla.
- Road No. 9. Bayamon through Comerio to road No. 1.
- Road No. 10. Bayamon to Barros through Corozal.
- Road No. 11. Manati to Juana Diaz through Ciales.
- Road No. 12. Barros to Coamo.
- Road No. 13. From near Mayaguez through Adjuntas to Barros.
- Road No. 14. Mayaguez to Arecibo via Lares.

2. *State of work at date of American occupation.*—The following table shows the number of miles of road constructed before the war and the cost thereof:

Roads.	Miles constructed previous to military occupation.	Approximate cost (United States currency).
San Juan to Ponce Playa.....	82.46	\$1,879,340
Catano to Toa Alta.....	14.88	239,767
Anasco to Pezuela Bridge through Mayaguez.....	14.26	202,080
Cayey to Guayama.....	15.74	615,600
Ponce toward Adjuntas.....	9.3	152,320
Rio Piedras to Rio Grande.....	16.12	265,200
Utua toward Arecibo.....	3.1	99,000
San Sebastian toward Moca.....	1.86	31,520
Total.....	157.72	3,484,627

In 1874 less than one-half of the highway from San Juan to Ponce had been constructed. The 36 miles of this road then in existence was made up of detached parts that had either a military or municipal origin. This road was completed in 1888.

Ten miles of road No. 2 had been constructed in 1874. Nothing further was done on this road until 1888, when 7.5 miles additional were opened.

Road No. 3 possessed 3 miles in 1874, and 7.5 miles in 1881, since which date no new road has been built.

None of the other roads were undertaken prior to 1880, when No. 7 was begun. No. 6 was started in 1881, No. 4 in 1888, and all others subsequent to 1897. Road No. 4 was finished in 1898.

Thus the total mileage of permanent road was but 49 miles in 1874, and since that date the average rate of construction has been but about 4 miles per annum.

Under the caminero system the constructed roads were being maintained at the time of American occupation, but for a number of years immediately preceding the war there had been a failure to renew the road surfaces, and extensive renewals of macadam were needed upon all the older roads.

When the American troops landed work was progressing under 13 contracts, each for a small portion of completed road from three-fourths of a mile to 7 miles in length.

Incident to the war the bureau of public works and some of these contractors came to differ as to whether the government fulfilled all the terms of its contract. In some cases the troops seized the outfits of contractors and in others the populace despoiled them. Eight contracts were suspended for these reasons, while five have been continued under the board of public works. Two of the contracts that were suspended had been practically completed, and no claims were presented on their account.

A just settlement in the cases of the other contractors who suspended work was a matter of great difficulty. Before the matter came before the board of public works the hurricane of August 8, 1899, had destroyed much of the work claimed to have been done. A compromise was finally effected by which the claimants received from the insular treasury an aggregate sum of \$20,400 for settlement in full of all claims except those against the United States for damages and seizures alleged to have been suffered at the hands of the troops during hostilities.

3. *Contract work on permanent roads since American occupation.*—Five of the contracts mentioned above as having been under way at the time of American occupation had been continued under the military government. Two of these contracts were for completed sections aggregating 5,657 meters in length, located on the proposed road between Arecibo and Ponce; one was for a section 4,600 meters long, running southward from Manati, a town upon the Belt Railroad; one was for 6,700 meters in extension of the road from Rio Piedras toward Fajardo, and the fifth contract was for a section 3,200 meters in length from Corozal toward Toa Alta. The work was practically finished on all but one of these contracts on April 30, 1900, and work was progressing satisfactorily on the one still incomplete.

As soon as the budget was announced it was resolved to see what could be done toward interesting American capital and introducing American methods in the road work of Porto Rico.

Surveys having been gotten under way, advertisements were published in Porto Rico and the United States for a period of two months asking bids upon about 20 miles of road from Arecibo southward from the end of the completed road south of Manati to Ciales and from the road last mentioned branching to Morovis. Up-to-date specifications were prepared and typical and special plans made to cover the masonry work.

The result has been extremely satisfactory. Seventeen bids were received, and the contract awarded to the Central Contracting Company, of New York, at prices very favorable to Porto Rico. The contractors have been doing excellent work, and their methods, I think, have been in many ways a lesson to the Porto Ricans. On April 30, 1900, perhaps 50 per cent of the grading under this contract had been completed. An abstract of the proposals received for this work constitutes Inclosure III to this report.

An important matter that early confronted the board of public works at the start was the reconstruction of bridges which had been destroyed by the hurricane of August 8, 1899. A number of bridges across the larger streams on otherwise completed roads had never been built by the Spaniards, while still others that had been built in the past had disappeared from time to time before the hurricane. For long spans the Spanish engineers had generally used riveted trusses. Masonry arches were never built in Porto Rico of any considerable span. The short masonry spans have stood very well, but the iron bridges of long span have generally been unsuccessful, for the reasons that inadequate waterways were provided for, the foundations were insecure, and the elevations given roadways were insufficient.

A careful study of conditions in the island led me to advocate, and the board to adopt, two types for the longer highway bridges of Porto Rico—one designed to be permanent and, though expensive, of no greater cost than steel bridges suited to the same crossings; the other cheap and designed to fill temporary needs, with a life of from six to ten years, when it might be replaced by a permanent bridge or be the subject of extensive renewals.

The type of permanent bridge selected was the concrete-steel arch, which possesses the following merits in this island:

It is brought in in small packages. It is constructed with the labor of the country. It presents no exposed metallic parts for the humid atmosphere to rust. It is not subject here to the disintegrating action of frost. It costs no more to maintain than an equal length of roadway elsewhere. Its own weight lends it stability against extensive floods.

The type of temporary bridge adopted was a low pile bridge, submergeable by the higher floods, the piles in a bent to be deeply driven and thoroughly braced downstream, a considerable interval to be left between bents, the roadway to be loaded somewhat with broken stone or concrete, the hand rails to be weak and easily detached by rising waters.

Bridges of the second type were planned for the Portugues River between Ponce and its playa; across the Caguitas River near Caguas, on the highway between San Juan and Ponce; across the Loisa River near Carolina, and across the La Plata River near Toa Alta. The first two bridges mentioned above were constructed as soon as practicable after the hurricane, being needed to reopen communication between Ponce and San Juan and between these ports and the interior. One of these bridges was built by contract and the other by day labor.

Plans were made and a contract entered into with Mr. Edwin Thacher for two concrete-steel bridges of the type selected for permanent structures. One of the bridges is being erected at the Jacaguas River, where a bridge was destroyed by the hurricane, and the other at the Guayo River, where no bridge has existed in

the past. Both bridges are on the highway between San Juan and Ponce, and both are urgently needed. The contractor has had large experience in this class of work, having constructed the Topeka bridge among others. The contract is for the construction of both bridges for the lump sum of \$85,121, this amount having been arrived at by adding to the estimated cost as agreed upon by Mr. Thacher and a representative of the board the sum of 15 per cent to cover contingencies and profit.

The Jacaguas bridge is to be 404 feet long, in three spans—two of 100 feet each and one of 120 feet.

The Guayo bridge is to be 270 feet long, in three 70-foot spans.

4. *Construction of permanent road by day labor.*—Very little construction by day labor has been undertaken. Approximately 3 miles of road leading from Humacao toward its playa was rebuilt into an excellent macadam road, this being the main item under this head.

5. *Maintenance and repair of permanent roads.*—The expenditures for maintenance upon approximately 158 miles of completed road was, for the period covered by this report, \$154,920.52.

In great measure this work was of a serious and expensive character. The hurricane destroyed perhaps 8 miles of road, in the aggregate, and many culverts and minor bridges as well. As before stated, the Spanish administration had somewhat neglected repairs during the few years preceding American occupation, and the hurricane added the finishing touches of destruction to road surface in many places. Immense and numerous landslides had to be removed, and macadam was needed everywhere. The large expenditures, despite the special calls upon it, have, I believe, placed the completed roads in a decidedly better average condition than at the beginning of American occupation.

Broken stone was procured from contractors, large and small, at prices varying from \$1.05 to \$2.40 per cubic meter. Generally the contractor was the laborer, and himself and family were the workmen.

It would have been cheaper to crush mechanically, perhaps, but the employment of the peons has always been such a desideratum that hand work was preferred.

Part of this stone was placed by the camineros in ruts and gullies, and was left for the traffic to consolidate; but where large quantities were placed extra men were employed and the stone was rolled.

6. *Repair and maintenance of country roads.*—Under this title was done the greater portion of the work during 1898-99, and but little, on the other hand, during the last fiscal year.

When, as before stated, General Henry wished to afford employment to those the war had left destitute he directed extensive operations throughout the island and made liberal financial provision for the work. Mr. F. L. Hills, the director of public works, succeeded in employing as many as 20,000 men simultaneously upon some 57 roads. Unfortunately the island did not possess a sufficient number of qualified engineers, superintendents, foremen, etc., to handle the work, and there was no time for preliminary study. There were not even tools to supply all the workmen. No surveys accompanied the work and no plans were drawn. The workmen had to be paid every two weeks, and I do not hesitate to say that to pay so many men so frequently, in the absence of banks and roads, presented a greater task than the payment of the entire United States Army, when all conditions are considered. The workmen came from a distance and often remained but a day or two, so that perhaps 50,000 different men were employed in a single month. No one of them could write, and they all looked alike to an inexperienced American paymaster. They would never be on hand in a body to meet the paymaster, and they did not speak his language.

Of the four engineers in the organization during this period two retired with nervous prostration. I have no doubt as much was done under this method as could be expected, but I think all concerned should be gratified that it was soon possible to work more systematically. No very exact records were kept of this work, and I regret to say that the rains have obliterated most of the record as it might be found on the roads themselves.

After the hurricane a large amount of work was done on country roads to restore them to an occasional passable condition.

Under contract with Joaquín Miro, during the past fiscal year, about 2½ miles of country road, leading westward from Naguabo, was reconstructed and metaled, at a cost of \$7,238.06.

Supervised by a planter at Mameyes, in the municipality of Utuado, a trail leading from Mameyes to the Utuado-Arecibo road was improved for a length of about 9 miles, at a cost of \$6,795.45.

These country roads, in Spanish days, had rarely received any assistance from the insular budget, but had been in the care of the municipalities. This attitude

toward the country roads has gradually been reassumed during the last six months of military government, and is heartily recommended by me. When the main trunk lines are built, and when there is money to be spared from the maintenance of such trunk lines, a time may come when the insular government can extend its operations to the minor roads.

7. *Surveys*.—Prior to the beginning of work in those vicinities, surveys were made for the roads to be built south from Arecibo and to Ciales and Morovis from the vicinity of Manati, aggregating about 20 miles. On April 30, 1899, surveys were completed, or well under way, for roads from Arecibo to Lares (14 miles), from Bayamon toward Comerio (7.5 miles), and from Mameyes to Fajardo (13 miles) in extension of the road from San Juan. These surveys will provide for intelligent work in the future. They were undertaken in necessary ignorance of what money would be provided in immediately succeeding years, principally to insure against conditions that confronted the undersigned as engineer officer of the department, when the necessity arose to employ the distressed, of beginning extensive road work under Federal appropriations before studies could be made.

In addition to the surveys mentioned, the field data for a number of special works have been obtained, as for the bridges constructed or under contract (heretofore mentioned) and for others at Carolina, near Toa Alta, at Ciales, etc., an excellent boring apparatus was obtained and many borings were made at each proposed bridge site.

8. *Designs*.—Besides the plans for special bridge works, a large number of type plans have been developed for nearly every character and size of culvert, small bridge, etc. Here, especially, there was cooperation between the work under the board and the War Department road work.

It is believed that the designs prepared will long be useful to those administering public works in Porto Rico.

In concluding the portion of this report devoted to road work, I invite attention to the fact that under allotments of \$200,000 from the "emergency fund of the War Department" and \$750,000 from the appropriation for "refunding customs revenue collected from Porto Rico, for the relief of its government and people," a large amount of road work has been progressing simultaneously with that heretofore described, and under my immediate direction. This work will be described in a separate report.

IV.—PUBLIC BUILDINGS.

No expensive buildings were constructed, although plans were prepared for a normal school at Fajardo, and for a large jail at Arecibo. The principal work of this section may be briefly mentioned as follows:

Deputation building, San Juan.—Old vaults cleaned and closed, and water and modern plumbing installed; building thoroughly renovated and painted; large addition made for drafting rooms, etc.

Intendencia, San Juan.—Modern plumbing, water, general renovation, overhauling, and painting.

Custom-house, Humacao.—Roof replaced that was removed by hurricane; painted.

Custom-house, Fajardo.—Wrecked by hurricane, reconstructed and painted.

Lunatic asylum, San Juan.—Walls built, where destroyed by American bombardment; additions built for baths, water-closets, etc., and the latter installed; extensive rearrangement of interior partitions; new floors, sewers, etc.

Post-office building, Caguas.—Extensive repairs incident to hurricane.

Leper building, San Juan.—Reroofed and refloored.

Orphan asylum for boys, Santurce.—Extensive repairs and painting; water introduced and baths constructed; old vaults sealed; separate building constructed containing earth closets.

Orphan asylum for girls, Santurce.—Completion of unfinished wing into hospital ward, refectory, etc.; water introduced; general repairs (not completed April 30, 1900).

Civil hospital, Coamo.—Wrecked by hurricane; practically rebuilt.

Model training school, San Juan.—A cheap 2-story wooden building was constructed, accommodating about 400 pupils and the board of education. Its cost was about \$8,200 (omitting furniture and its installation, fencing, etc.). It was not a beautiful masonry building, and excited much unfavorable criticism. It was rumored to have cost about \$16,000, and the general public rather labored under the impression that some one had made a fortune out of its construction. This was very disagreeable, and, of course, very untrue.

Quarantine station, San Juan.—Starting with an old Spanish magazine and guardhouse, an excellent hospital building and quarantine officer's residence

were constructed, with all modern conveniences; the wharf was repaired and a modern disinfecting plant installed and housed.

Custom-house warehouses, Ponce.—Three open sheds, the largest blown down and the others badly damaged by the hurricane, were reerected or repaired, housed in, floored, and painted. A disinfecting room was built for the quarantine service in one of the buildings.

Columbus Monument, near Aguadilla.—This structure was blown down by the hurricane, and was replaced from the foundation up.

V.—HARBOR WORK.

The harbor works of San Juan, belonging formerly to the harbor-works board of that place, consisted mainly of a dredging plant, the wharves of San Juan, and some workshops upon the Marina. A report was submitted to you by Lieut. S. G. Jones, Fifth Cavalry, acting engineer officer of the department, covering the period to June 30, 1899.

During the fiscal year 1899-1900, up to April 30, 1900, under this section no important work was undertaken, the dredging of San Juan Harbor having been previously discontinued. The following minor works were satisfactorily completed before April 30, by which time the force had been reduced to the necessary watchmen, etc.

The Darsena.—This is the landing place for small boats. It was neatly reconstructed of concrete on piling, and forms a handsome and sufficient wharf for the purpose.

Custom-house wharf.—The retaining wall for several hundred feet in front of the custom-house was damaged or destroyed by the hurricane, letting out the earth fill and rendering useless this important wharf front. Thorough repairs were made with piling, tie rods, old boiler plates, and concrete.

Policing of wharves.—This matter was attended to by employees of this section.

Shops.—Some machinery, as well as an engine and boiler, purchased by Lieutenant Jones, were paid for and installed in the machine shops. Shafting was provided and the various lathes, drills, etc., formerly operated by hand, were connected with the shaft. The shop building was repaired, incident to damages suffered during the hurricane, and a very fair machine shop awaits such use as may be made of it. The shops were put to some use during the year repairing the dredges, road machinery, etc.

Repairs to floating plant.—The two dredges were thoroughly scraped and re-leaded, to preserve them from rust. The *Borinquen*, a harbor tug, was thoroughly overhauled and painted, and the boiler received a new crown sheet and various other repairs, having become almost worthless. A naphtha launch belonging to the insular customs service was overhauled and repaired.

Removal of wreck.—With a diver, and after extensive sounding and dragging operations, the necessary data were obtained for the removal of a troublesome wreck placed during the war by the Spanish on the east side of the entrance to the harbor of San Juan. As the removal of the wreck would be an expensive operation, action was deferred until Federal money should become available. Immediately after May 1, 1900, it may be said that I requested an allotment from the Secretary of War for the purpose.

While the following matters pertain more to Federal than insular affairs, I may state that during the year I submitted to you for the approval of the Secretary of War proposed bulkhead and pier-head lines for San Juan harbor, and during the past seven months I have been charged by the Secretary of War with supervising the construction of a pier in this harbor by the New York and Porto Rico Steamship Company. This pier is being built under a revocable license issued by the Secretary of War, which preserves to Porto Rico (and to the United States) the right to purchase at any time for cost, less deterioration. Conforming to the plans which you approved upon my recommendation an excellent pier has been practically completed at the foot of Tanca street. Its dimensions are 460 by 80 feet, and 360 feet of its length is covered by a substantial shed. The pier is constructed of heavily creosoted piling, with a yellow-pine superstructure. Each pile has a good bearing. The shed is housed in with galvanized iron siding. The pier will cost about \$90,000 when completed, and its cost must be reported by me to the Secretary of War to afford a basis for subsequent purchase, if desired, by the United States or Porto Rico. I may say the pier is an ornament to the harbor, conveniently located, and capable of doing perhaps one-third the business of the port, leaving the rest to the slow and expensive lighters that have heretofore handled all shipments in this harbor.

VI.—LIGHT-HOUSES.

1. *Maintenance and repairs.*—Each light-house has received frequent attention in the way of minor repairs to buildings and illuminating apparatus. The damages incident to the hurricane were not great, but such as they were they were quickly repaired.

Under the direction of Ensign Gherardi, U. S. Navy, extensive repairs were made to Morro light, which had been rendered unserviceable by the American bombardment.

2. *Puerto Ferro light.*—On the south side of Vieques Island a keeper's house and the base of a masonry light tower had been constructed prior to the war. The light station was completed, a fifth-order apparatus purchased and installed, and the light service inaugurated on December 15, 1899.

3. *Mona light.*—Mona Island lies midway between Porto Rico and Santo Domingo, in the Mona Passage. Contemplating the erection of a light station here, the Spanish had deposited near the beach a large quantity of material with a view to the erection of two large steel buildings for keepers' dwellings and a steel tower to support the light. During the several years that this material was stored it became much rusted, and very many parts were abstracted. The erection of this light was determined upon by the American military government. The site was selected by Ensign Gherardi, and preparatory steps were taken by him looking to the commencement of erection. Very little had been done on October 1, 1899, when the board of public works assumed charge. The work was carried on under great difficulties, due to the lack of transportation facilities and the frequent impossibility of effecting a landing for days at a time, there being no harbor at Mona. The materials on hand, which existed in heavy parts, had to be transported a distance of a mile over a rocky surface so rough that much blasting and ballasting were necessary. The absence of plans and the close piling of the heterogeneous materials seemed to prevent the man in local charge from discovering sufficiently in advance the other materials required, and generally when materials were asked for they did not exist in Porto Rico. The light-house proper was completed and the light service inaugurated on April 30, 1900, at which time about three months' work remained to be done to complete the station. The light is of the second order, visible about 22 miles, and will doubtless be of great service to mariners.

The completion of Puerto Ferro and Mona makes the total number of lights in Porto Rico 15.

The light-house work of construction and maintenance was badly handicapped for lack of a tender. The stations are generally inaccessible, six being located upon outlying islands. The Light-House Board of the United States was requested to loan a small vessel, either steam or sailing, but reported that none could be spared.

LIGHT-HOUSE CONSTRUCTION.

Table of light-houses, arranged in order of construction, showing dates when commenced and finished, and estimated cost.

Name of light.	Begun.	Fin- ished.	Valuation by Spanish at time of evacuation, based on cost.
			<i>Pesos.</i>
Morro.....		* 1870	
Cabezas de San Juan (Fajardo).....	1878	1880	16,300.00
Cabo Rojo.....	1878	1882	14,900.00
Cardona.....	1887	1889	11,760.00
Culebrita.....	1882	1885	39,000.00
Caja de Muertas.....	1883	1887	39,412.00
Borinquen.....	1888	1889	30,870.00
La Tuna.....	1891	1893	26,500.00
Jiguero.....	1891	1892	12,361.00
Guanica.....	1892	1893	14,900.00
Figuras.....	1892	1893	18,300.00
Mulas.....	1895	1896	14,500.00
Arecibo.....	1896	1897	27,219.00
Puerto Ferro.....	1896	1899	20,000.00
Mona.....	1888	1900	b 4,697.65 c 22,380.00

* Reconstructed in 1875 and again in 1899.

b Completed since American occupation.

c Including estimate to complete since American occupation.

VII.—INCLOSURES.

In connection with all expenditures mentioned in this report, attention is invited to the tabulated statements in inclosures I and II, relating respectively to the fiscal years 1898–1899 and 1899–1900.

Inclosure III is an abstract of the proposals received December 23, 1899, for the construction of the roads, elsewhere described, near Arecibo and Ciales.

Inclosure IV is a statement showing the expenditures on public works for the years 1896–1897 and 1897–1898, under the then Spanish régime. It is appended for purposes of comparison.

A tracing also accompanies this report, showing the location of much of the work mentioned herein.

VIII.—RAILROAD CONSTRUCTION IN PORTO RICO.

Perhaps this report may fittingly contain some short account of railroad construction in Porto Rico, inasmuch as such construction and the subsequent operation of the roads were under the supervision of the public works department.

1. *The Belt line.*—By royal decree of December 17, 1886, permission was given to put up at public auction the franchise for a belt railroad. The Government was to guarantee an interest of 8 per cent per annum on an amount equal to the cost as estimated by Government engineers, the total of this estimate being 9,929,000 pesos. The projected road was divided into “lines” and “sections” as shown by the following table:

Lines.	Sections.	Length.	Cost per kilometer.	Cost of each section.
Line A, San Juan to Mayaguez	San Juan to Arecibo	85	\$18,000	\$1,530,000
	Arecibo to Aguadilla	60	20,000	1,200,000
	Aguadilla to Mayaguez	40	18,000	720,000
Line C, Mayaguez to Ponce	Mayaguez to Yauco	55	18,000	990,000
	Yauco to Ponce	35	18,000	630,000
Line D, Ponce to Humacao	Ponce to Arroyo	70	15,000	1,050,000
	Arroyo to Maunabo	25	19,000	475,000
	Maunabo to Yabucoa	12	22,000	264,000
	Yabucoa to Humacao	18	19,000	342,000
Line B, Humacao to Martin Pena	Humacao to Fajardo	36	18,000	648,000
	Fajardo to Martin Pena	60	18,000	1,080,000
Line E, Humacao to Caguas	One section	50	20,000	1,000,000
Total				9,929,000

To prevent disputes the exact relation between gross revenues and operating expenses were to be determined by an adopted formula. The life of the franchise was to be ninety-nine years.

After some difficulty, due to lack of bidders, the franchise came into the hands of a French company on June 8, 1888, and work was begun October 15 of the same year. By the terms of the concession the road should have been completed April 15, 1894, certain definite portions to have been previously completed at dates specified. None of the conditions as to rate of progress or dates of completion were complied with by the company, and proceedings were instituted by the government looking to the revocation of the franchise. Work of construction was suspended early in 1893, and but little has been done since that time. In 1896 the Cortes extended the time for completing lines A and C until July 15, 1898, the entire road to be completed by July 15, 1900.

The amount of road built up to date under the franchise is as follows, to wit:

	Kilometers.
San Juan to Camuy	100
Aguadilla to Hormigueros	54
Yauco to Ponce	35
Carolina to Martin Pena	14
Total	203

The gauge is 1 meter.

The guaranteed interest on completed sections was paid by the insular treasury until July 1, 1897, since which date no payments have been made; 738,150 pesos in all were paid the bondholders by the insular treasury. The railroad, so far as

built, has never earned expenses of maintenance and operation except for the section between San Juan and Arecibo, where there has recently been a small balance that would have gone to decrease amounts to be paid by the government as guarantor.

2. *Minor railroad enterprises—Catano and Bayamon.*—In 1883 there was constructed a railroad of 1 meter gauge, 7 kilometers long, between Catano and Bayamon.

The concession has a life of sixty years from its beginning, and there is no subsidy.

The traffic is of a suburban character, and the road is operated by steam.

San Juan and Rio Piedras.—In 1879 there was constructed a railroad of 76 centimeters gauge between San Juan and Rio Piedras, 12 kilometers in length. This is operated by steam, and has a suburban traffic. No subsidy attaches to the road, and the concession was for sixty years. Under the military government the owners of the road were authorized to widen the gauge, substitute electricity for steam, construct a loop in San Juan, cross the military road in Santurce, and furnish electric light and power in San Juan.

Ponce and Ponce Playa.—Under a concession to one Torruella a steam tramway was operated between Ponce and Ponce Playa from July 7, 1881, to April 18, 1883, at which time the concession was revoked on account of failure of the operators to maintain tracks and rolling stock in safe condition. A franchise for an electric road over this line has been sought by many since American occupation, but as yet none has been given.

From Anasco eastward.—Under concession granted in 1896 a railroad of 2 feet gauge has been built and operated between Anasco, a point on the Belt road, and Altosano, a distance of 17 kilometers. The project involves the extension of this road to Lares via San Sebastian, making its total length 45 kilometers. Five hundred thousand pesos have thus far been expended upon the enterprise.

Concession for railroad from Arecibo to Lares.—In 1896, by royal decree, concession for a road between these towns was given to Rosas & Co. This concession has come into the possession of W. Borda, who has been authorized to proceed with his work by the Secretary of War. This concession will lapse August 21, 1901, unless the road be completed by that date. Nothing has been done as yet. This road, in connection with the one above mentioned running eastward from Anasco and with the Belt road from San Juan to Arecibo and from Mayaguez to Anasco, would form a direct route between San Juan and the western part of the island.

IX.—LAWS RELATING TO PUBLIC WORKS.

The Spanish laws relating to public works in the island of Porto Rico were comprised in the laws of waters, harbors, railroads, and public works. Certain "regulations" pertaining to the execution of these laws had also in themselves the force of law.

These laws provided also for the public and quasi-public works to be executed by private capital, with or without subsidy from the state. In general, concessions for such works were let after competition secured by advertisement.

During the existence of the military government no franchises whatever were issued, although many were sought for and a few were claimed. Several revocable licenses were given by the Secretary of War, but of these, one for the use of a water power on the La Plata River, was revoked; one for the construction of wharves at Ponce was subsequently withdrawn; several were but permits to make improvements in existing works, as to change the motive power from steam to electricity on the San Juan and Rio Piedras Railway; one was for the construction of a pier at San Juan Harbor, as elsewhere described in this report, and one was to permit the execution of works in accordance with an existing Spanish concession that was decided to be in due form. I believe no other permits or licenses of any kind were given. A procedure was indeed proposed by you to the Secretary of War on March 22, 1900, whereby the municipalities might dispose of franchises for works of local interest, but the approach of civil government probably prevented final action in the matter.

As the 30th of April approached, when the law-making power in the island would be suspended until the legislative branch of the civil government could be organized, it became desirable to act promptly in the matter of simplifying and coordinating the laws relating to franchises, at the same time removing some of the incongruities incident to the change of sovereignty from Spain, so that no necessary public work might be blocked.

The existing laws and regulations of Spanish origin seemed excellent in spirit

and met with general approval among the people of the island. They seemed fair to all competitors for franchises and to protect the public interest.

Accordingly, there was recommended by me and published by you on April 30, 1900, with the approval of the civil governor about to be inaugurated, a general order, which might serve the purpose intended until further legislative action could be taken by the civil government of Porto Rico.

A copy of this general order is here inserted:

"General Orders, } HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 103. } *San Juan, April 30, 1900.*

"In the matter of the granting of franchises and concessions within the island of Porto Rico the following procedures are announced to all concerned:

"I. PROCEDURE IN THE MATTER OF FRANCHISES AND CONCESSIONS THAT ARE OF GENERAL INTEREST.

"ARTICLE 1. Petitions for franchises or concessions that are of general interest to the island of Porto Rico or to two or more municipalities thereof, whether in respect to the service to be rendered or the property to be made use of, shall be submitted to the military governor. The latter shall, if he deem the matter worthy of attention, advertise for competing projects, in accordance with existing laws and regulations, so far as the same are applicable, and shall select the best project, which, with such modifications and conditions as the military governor may adopt, shall serve as the basis of an auction as hereinafter provided.

"ART. 2. All original petitions shall be accompanied by a deposit equivalent to 5 per cent of the estimated cost of the works proposed for execution, but \$100,000 shall be the maximum deposit required.

"ART. 3. The advertisement mentioned in article 1 shall be for the period of at least three months, and in the United States as well as in Porto Rico, if the project involve an expenditure of more than \$50,000, and the advertisement shall in all cases make mention of the auction that is to follow the selection of the approved project. All advertisements shall be inserted in the Official Gazette, as well as in other selected publications.

"ART. 4. Prior to the auction the value of the approved project shall be appraised by the military governor, and such appraisal shall be based upon the time, labor, and materials fairly spent in its preparation.

"ART. 5. A project having been thus obtained to serve as the basis of an auction, the latter shall be advertised for at least thirty days.

"ART. 6. The bids at the auction shall be sealed, and each shall be accompanied by a certified check on a reliable bank equal to 7 per cent of the estimated cost of executing the approved project, but the maximum deposit required in this case shall be \$100,000. Unless the original petitioner shall file a bid at the auction, his original deposit mentioned in article 2 shall be forfeited to the island of Porto Rico. But the deposit accompanying the bid of the original petitioner at the auction shall be reduced by the amount of his original deposit.

"ART. 7. All bids shall be publicly opened in the office of the commissioner of the interior.

"ART. 8. The owner of the approved project shall be the successful bidder at the auction if he shall indicate in writing to the military governor within forty-eight hours after the opening of the bids at the auction that he will accept the most advantageous terms proposed. Except as to his preference to be shown the owner of the approved project, the responsible party submitting the most advantageous terms to the public shall be selected by the military governor as the successful bidder. An announcement of the final concession shall be published in the Official Gazette.

"ART. 9. The successful bidder shall, within thirty days after his selection by the military governor, file bond, with good and approved security, in the amount equal to 10 per cent of the established cost of executing the project, that he will execute the work in accordance with said project. To the unsuccessful bidders immediately, and to the successful bidder upon the approval of his bond, except as hereinafter provided, shall be returned all guarantee deposits. If the successful bidder shall fail to enter into bond as herein described, his deposit mentioned in article 6 shall be forfeited to the island of Porto Rico.

"ART. 10. The successful bidder at the auction, if other than the owner of the approved project, shall at once reimburse the latter to the extent of the appraised value of his project, as provided in article 4, and this payment shall be charged against the guarantee deposit of the successful bidder.

"ART. 11. In case the franchise or concession under consideration concern especially the interests of one or more municipalities, the military governor shall, before approving of the project, ascertain the views of such municipality or municipalities.

"ART. 12. Nothing in the above shall prevent the military governor from modifying the details of a franchise or concession already held on due application made by the owner, provided that if such modification shall tend to increase the profits of the concessionaire, a commission shall be appointed as herein provided to assess such prospective increase of profits, and to determine what proportion of same shall inure to the public, and in what way such public advantage shall be conferred by the concessionaire.

"The commission above described shall consist of one person chosen by the concessionaire and one chosen by the military governor; and if these two can not agree, of a third selected by the mutual agreement between the original commissioners, and the decision of the commissioner, if approved by the military governor, shall be final.

"ART. 13. It shall be lawful, through the hire of experts, to secure a project to serve as a basis of an auction, but in such case the auction shall be advertised for a period of ninety days in the United States, as well as in Porto Rico.

"II. PROCEDURE IN THE MATTER OF FRANCHISES AND CONCESSIONS THAT ARE PRIMARILY OF MUNICIPAL INTEREST.

"ARTICLE 1. Petitions for franchises or concessions that most concern an individual municipality, whether in respect to the service to be rendered or the property to be made use of, shall be submitted to the appropriate municipal council. The latter shall, if it deem the matter worthy of attention, advertise for competing projects, in accordance with existing law and regulations, so far as same are applicable, and shall select the best project, which, with appropriate records, and after modification or the attachment of conditions, if desired by the municipal council, shall be sent to the military governor for his action.

"ART. 2. All original petitions shall be accompanied by a deposit equivalent to 5 per cent of the estimated cost of the works proposed for execution, but \$100,000 shall be the maximum deposit required.

"ART. 3. The advertisement mentioned in article 1 shall be for a period of at least three months, and in the United States as well as in Porto Rico, if the project involve an expenditure of more than \$50,000, and the advertisement shall in all cases make mention of auction that is to follow the approval of the selected plan. All advertisements shall be inserted in the Official Gazette, as well as in other selected publications.

"ART. 4. The municipal council shall be informed of the action of the military governor. If the latter shall approve the action of the council and the project, with or without modifications or conditions, the same, as approved, shall be advertised at least for thirty days at auction.

"ART. 5. Prior to the auction the value of the approved project shall be appraised by the municipal council, and such appraisal shall be based upon the time, labor, and materials fairly spent in its preparation.

"ART. 6. The bids at the auction shall be sealed and each shall be accompanied by a certified check on a reliable bank equal to 7 per cent of the estimated cost of executing the approved project, but the maximum deposit in this case shall be \$100,000. Unless the original petitioner shall file a bid at the auction his original deposit, mentioned in article 2, shall be forfeited to the interested municipality. But the deposits accompanying the bids of the original petitioner at the auction shall be reduced by the amount of his original deposit.

"ART. 7. All bids shall be publicly opened at the city hall.

"ART. 8. The owner of the approved project shall be the successful bidder at the auction if he shall indicate in writing to the alcalde within forty-eight hours after the opening of the bids at the auction that he will accept the most advantageous terms proposed. Except as to this preference to be shown the owner of the approved project, the responsible party submitting the most advantageous terms to the public shall be selected by the municipal council as the successful bidder, but the final designation of the successful bidder shall be subject to the approval of the military governor.

"ART. 9. The successful bidder shall, within thirty days after the approval of his designation by the military governor, file bond with good approved security in an amount equal to 10 per cent of the estimated cost of executing the project, that he will execute the work in accordance with the approved project. To the

unsuccessful bidders immediately, and to the successful bidder upon the approval of his bond, except as herein provided, shall be returned all guarantee deposits. If the successful bidder shall fail to enter into bond as herein described, his deposit, mentioned in article 6, shall be forfeited to the interested municipality.

"ART. 10. The successful bidder at the auction, if other than the owner of the approved project, shall at once reimburse the latter to the extent of the appraised value of his project, and this payment shall be a charge against the guarantee deposit of the successful bidder.

"ART. 11. In case the franchise or the concession under consideration concern specially the interests of other municipalities than the one carrying forward the proceedings, the military governor shall, before approving of the project, ascertain the views of the municipality or municipalities.

"ART. 12. Nothing in the above shall prevent the municipal council from modifying the details of a franchise or concession of local interest already held, on due application made by the owner, provided that such modification shall be subject to the approval of the military governor, and provided further that if such modification shall tend to increase the profits of the concessionaire, a commission shall be appointed as herein provided to assess such prospective increase of profits, and to determine what proportion of the same shall inure to the public, and in what way such public advantage shall be conferred by the concessionaire.

"The commission above described shall consist of one person chosen by the concessionaire and one chosen by the municipal council, and if these two can not agree, of a third selected by mutual agreement of the original commissioners, and the decision of the commission, if approved by the military governor, shall be final.

"ART. 13. It shall be lawful for a municipality, through the hire of experts, to secure a project to serve as the basis of an auction. But in such case the project, as well as the auction following, shall be subject to the action of the military governor, as before described, and shall be advertised for a period of ninety days in the United States as well as in Porto Rico.

"III. So far as not in conflict with this order, and so far as applicable in each particular case, all existing laws and regulations remain in force.

"By command of Brigadier-General Davis:

"WM. E. ALMY,
"Acting Adjutant-General."

Respectfully submitted.

W. V. JUDSON,
Captain, Corps of Engineers,
President Board of Public Works from August 27, 1899, to May 1, 1900,
Engineer Officer of the Department of Porto Rico.

[Appendix I.]

TABLE A.—Statement of expenditures by bureau of public works (formerly jefatura de obras públicas), 1898–99.

Appropriation for—	1898.			1899.		
	October.	November.	December.	January.	February.	March.
Repair and maintenance of permanent roads	\$933.15	\$3,166.82	\$8,496.29	\$9,603.37	\$11,173.95	\$10,923.60
Repair and maintenance of country roads			6,051.28	6,730.32	1,190.24	17,852.92
New works					10,154.25	8,637.16
Repair and maintenance of public buildings and light-houses	122.41	506.48	1,366.51	2,213.81	1,292.51	1,364.89
General expenses and inspection		246.56	79.23	318.52	427.45	3,341.15
Total	1,055.56	3,919.86	15,993.81	18,866.02	24,238.40	42,119.72
Special: Salaries and office expenses		1,331.87	10,601.77	4,799.62	3,868.07	6,063.33
Total	1,055.56	5,251.73	26,595.08	23,665.64	28,106.47	48,173.05

TABLE A.—*Statement of expenditures by bureau of public works, etc.—Continued.*

Appropriation for—	1899.					Total.
	April.	Total October–April.		May.	June.	
		Porto Rican currency.	United States currency.			
Repair and maintenance of permanent roads	\$11,125.26	\$55,422.44	\$33,253.46	\$7,582.67	\$731.72	\$41,567.85
Repair and maintenance of country roads	128,725.43	147,768.59	88,661.15	141,869.89	72,112.56	302,643.60
New works	5,081.59	36,654.60	21,992.76	4,332.55	2,080.51	28,405.82
Repair and maintenance of public buildings and light-houses	2,349.43	9,216.04	5,529.62	1,459.17	1,072.39	8,061.18
General expenses and inspection	2,019.96	6,432.87	3,859.73	4,455.54	3,139.75	11,455.02
Total	149,301.67	255,494.54	153,296.72	159,699.82	79,136.93	392,133.47
Special: Salaries and office expenses	6,553.69	33,208.35	19,925.01	3,939.92	4,081.17	27,946.10
Total	155,855.36	288,702.89	173,221.73	163,639.74	83,218.10	*420,079.57

* Besides this sum there was paid during the year 1899–1900, \$14,624.23 for material and service expenses incurred in 1898–99.

TABLE B.—*Repair and maintenance of permanent roads, 1898–99.*

Name of road.	1898.			1899.		
	October.	Novem-ber.	December.	January.	February.	March.
Road No. 1	\$394.08	\$1,906.34	\$3,655.50	\$5,192.96	\$6,801.47	\$6,708.27
Road No. 2	107.48	388.09	813.00	1,215.86	619.84	1,558.44
Road No. 3		46.80	174.48	172.00	174.95	303.85
Road No. 4	360.95	345.70	2,353.41	966.59	760.83	910.81
Road No. 6		81.60	259.03	570.11	674.00	702.02
Road No. 7	70.64	398.29	1,240.87	1,458.17	2,122.86	715.21
Road No. 8				27.68	20.00	25.00
Total	933.15	3,166.82	8,496.29	9,603.37	11,173.95	10,923.60

Name of road.	1899.					Total.
	April.	Total October-April.		May.	June.	
		Porto Rican cur-rency.	United States cur-rency.			
Road No. 1	\$8,007.64	\$32,666.26	\$19,599.75	\$3,724.91		\$23,324.66
Road No. 2	762.51	5,465.22	3,279.13	2,434.77	\$731.72	6,445.62
Road No. 3	267.83	1,139.91	683.95	158.42		842.37
Road No. 4	901.91	6,600.20	3,900.12	446.90		4,407.02
Road No. 6	542.41	2,829.17	1,697.50	404.26		2,161.76
Road No. 7	617.96	6,624.00	3,974.40	328.21		4,302.61
Road No. 8	25.00	97.68	58.61	25.20		83.81
Total	11,125.26	55,422.44	33,253.46	7,582.67	731.72	41,567.85

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TABLE F.—*General expenses and inspection, 1898-1899—Continued.*

Name of account.	1899.					Total.
	April.	Porto Rican currency.	United States currency.	May.	June.	
General expenses	\$1,306.64	\$4,715.31	\$2,829.19	\$3,967.16	\$2,915.69	\$9,712.04
Inspection	713.32	1,717.56	1,030.54	488.38	224.06	1,742.98
Total	2,019.96	6,432.87	3,859.73	4,455.54	3,139.75	11,455.02

[Appendix II.]

TABLE A.—*Statement of expenditures by board of public works (formerly bureau of public works), 1899-1900.*

Appropriation for—	1899.					
	July.	August.	September.	October.	November.	December.
Repair and maintenance of public roads	\$5,165.47	\$8,624.02	\$19,877.56	\$12,787.53	\$27,900.51	\$13,737.68
Repair and maintenance of country roads	138.50	1,867.89	7,677.15	8,085.38	6,281.99	2,722.04
Construction of public roads	8,102.55	12,338.42	4,957.53	3,416.91	7,714.00	12,830.02
Office expenses and pay roll	2,203.61	2,849.41	2,850.10	2,525.56	2,374.42	3,317.68
Construction and repair of public buildings	308.99	2,467.91	2,166.91	3,698.47	4,287.64	2,314.96
Special		115.50	3,912.20	8,514.79	4,390.70	8,287.85
Harbor works		2,837.29	4,608.90	1,224.51	1,161.01	1,711.74
Light-houses			6,752.57	3,077.30	2,623.16	1,662.43
Total	15,918.12	31,100.44	52,802.92	43,330.45	56,733.43	46,584.40

Appropriation for—	1900.				Total.
	January.	February.	March.	April.	
Repair and maintenance of public roads	\$4,780.12	\$8,646.66	\$568.01	\$11,265.11	\$113,352.67
Repair and maintenance of country roads	1,647.03	2,059.88	1,363.27	-----	31,843.13
Construction of public roads	9,644.79	9,959.50	6,246.47	42,361.60	117,571.79
Office expenses and pay roll	2,792.70	3,076.80	2,907.81	2,397.24	27,295.33
Construction and repair of public buildings	2,027.47	1,008.89	1,287.39	2,131.80	21,700.43
Special	5,621.59	7,543.74	1,367.05	2,042.20	41,795.62
Harbor works	1,392.28	2,724.24	1,304.46	1,152.55	18,116.98
Light-houses	1,554.92	1,865.60	4,971.97	2,944.35	25,452.30
Total	29,460.90	36,885.31	20,016.43	64,294.85	*397,128.25

*Of this sum there was paid \$14,624.23 for material and service expenses incurred in year 1898-99.

TABLE B.—*Repair and maintenance of permanent roads, 1899-1900.*

Administration roads.	1899.					
	July.	August.	September.	October.	November.	December.
Road No. 1	\$3,346.44	\$5,453.03	\$10,670.70	\$6,507.68	\$15,661.26	\$9,032.66
Road No. 2	92.20	664.60	2,871.27	2,204.09	3,380.65	1,083.17
Road No. 3	285.47	212.24	1,000.90	438.99	1,312.87	560.56
Road No. 4	462.61	779.20	776.62	373.88	1,017.72	458.93
Road No. 5	-----	-----	-----	58.89	30.00	30.00
Road No. 6	324.84	727.53	2,534.85	630.12	1,995.59	761.20
Road No. 7	503.52	166.62	1,028.29	1,645.30	3,046.93	1,023.16

TABLE B.—*Repair and maintenance of permanent roads, 1899–1900—Continued.*

Administration roads.	1899.					
	July.	August.	Septem-ber.	October.	Novem-ber.	December.
Road No. 8.....	\$29.19	\$20.10	\$308.85	\$390.71	\$448.63	\$325.64
Road No. 9.....			46.90	220.44	42.84	12.00
Road No. 10.....		19.12	74.82	69.93	461.69	77.10
Total administration roads.....	5,044.27	8,042.44	19,313.20	12,540.03	27,398.18	13,364.42
Sundry salaries.....	121.20	581.58	564.36	247.50	502.33	245.66
Contract bridges:						
Jacaguas Bridge.....						85.07
Guayo Bridge.....						42.53
Total contract bridges.....						127.60
Grand total.....	5,165.47	8,624.02	19,877.56	12,787.53	27,900.51	13,737.68

Administration roads.	1900.				Total.
	January.	February.	March.	April.	
Road No. 1.....	\$2,116.54	\$4,907.07	\$308.26	\$4,023.17	\$62,026.81
Road No. 2.....	356.08	521.82		829.23	12,003.11
Road No. 3.....	520.05	426.25	1.20	492.63	5,251.16
Road No. 4.....	362.61	514.43	55.35	575.67	5,377.02
Road No. 5.....	80.03	106.85	18.08	74.90	398.75
Road No. 6.....	274.44	411.04	3.25	400.62	8,123.48
Road No. 7.....	550.00	670.25	98.17	671.51	9,403.75
Road No. 8.....	65.68	217.90	23.70	380.78	2,211.18
Road No. 9.....		98.00		19.60	439.78
Road No. 10.....	112.03	39.24		43.55	897.48
Total administration roads.....	4,437.46	7,912.85	508.01	7,571.66	106,132.52
Sundry salaries.....	336.66	589.31	60.00	442.21	3,690.81
Contract bridges:					
Jacaguas Bridge.....	4.20	87.30		3,251.24	3,427.81
Guayo Bridge.....	1.80	57.20			101.53
Total contract bridges.....	6.00	144.50		3,251.24	3,529.34
Grand total.....	4,780.12	8,646.66	568.01	11,265.11	113,352.67

TABLE C.—*Repair and maintenance of country roads, 1899–1900.*

Administration roads.	1899.					
	July.	August.	Septem-ber.	October.	Novem-ber.	December.
Mameyes.....			\$1,726.80	\$2,424.79	\$1,216.98	\$1,358.13
San Juan-Mayaguez.....	\$24.54	\$36.00	37.62	74.50		
Ponce-Mayaguez.....		111.14	3,041.97	2,225.19	1,817.12	20.64
Yauco-Lares.....	15.00					
Caguas-San Lorenzo-Humacao.....	20.92					
Arecibo-Ponce.....	15.00	1,616.16	1,369.34	1,820.41	587.80	396.39
Rio Piedras-Pajardo.....	11.00	3.60				
Lares-Aguadilla.....	15.84					
Bayamon-Comerio.....	7.68	6.48	24.90			
Caguas-Naguabo.....	20.92					
Caguas-Aguas Buenas-Comerio.....	7.60	3.30				
Vieques.....		37.32				
Lares-Arecibo.....			227.78	70.13		72.60
Mayaguez-Maricao.....		8.64	583.76	827.25	573.02	
Ponce-Guayama.....			38.00	26.10		
Yauco-Guanica.....		10.00	581.46	463.78	72.40	
San German-Cabo Rojo.....				9.90	4.80	
Total administration roads.....	138.50	1,832.64	7,631.63	7,942.05	4,263.12	1,847.76
Sundry salaries.....				83.33	70.84	
Contract road: Naguabo-Juncos.....		35.25	45.52	60.00	1,948.03	874.28
Grand total.....	138.50	1,867.89	7,677.15	8,085.38	6,281.99	2,722.04

TABLE C.—*Repair and maintenance of country roads, 1899–1900—Continued.*

Administration roads.	1900.			Total.
	January.	February.	March.	
Mameyes.....	\$66.65	\$2.10		\$6,795.45
San Juan–Mayaguez.....				172.66
Ponce–Mayaguez.....	48.00	6.00		7,270.06
Yauco–Lares.....				15.00
Caguas–San Lorenzo–Humacao.....				20.92
Arecibo–Ponce.....	22.50			5,818.60
Rio Piedras–Fajardo.....				14.60
Lares–Aguadilla.....			\$7.20	23.04
Bayamon–Comerio.....		37.50		76.56
Caguas–Naguabo.....				20.92
Caguas–Aguas Buenas–Comerio.....				10.90
Vieques.....				37.32
Lares–Arecibo.....				370.51
Mayaguez–Maricao.....				1,992.67
Ponce–Guayama.....				64.10
Yauco–Guanica.....				1,127.64
San German–Cabo Rojo.....				14.70
Total administration roads.....	137.15	45.60	7.20	23,845.65
Sundry salaries.....				154.17
Contract road: Naguabo–Juncos.....	1,509.88	2,014.28	1,356.07	7,843.31
Grand total.....	1,647.03	2,059.88	1,363.27	31,843.13

TABLE D.—*Construction of permanent roads of the approved plan, 1899–1900—Total for each road.*

Name of road.	1899.					
	July.	August.	Septem-ber.	October.	Novem-ber.	December.
Road No. 1.....			\$64.41	\$133.87	\$617.39	\$324.31
Road No. 4.....	\$37.95		9.00	7.50	.84	225.48
Road No. 5.....	212.29	\$10,216.07	3,835.52	18.40		257.17
Road No. 6.....	19.65	186.44	962.26	216.39	6,248.42	5,012.75
Road No. 7.....	5,000.00			409.78	117.11	144.47
Road No. 8.....					73.26	687.34
Road No. 10.....	642.34	202.55		792.52	79.50	2,926.44
Road No. 11.....	2,190.32	1,733.36	86.34	1,838.45	267.04	2,335.35
Special, Morovis to No. 11.....					277.11	883.38
Sundry salaries.....					33.33	33.33
Total.....	8,102.55	12,338.42	4,957.53	3,416.91	7,714.00	12,830.02

Name of road.	1900.				Total.
	January.	February.	March.	April.	
Road No. 1.....	\$518.39	\$382.86	\$292.93	\$88.43	\$2,422.59
Road No. 2.....			4.25	2.69	6.94
Road No. 4.....				66.50	347.27
Road No. 5.....	362.76		6.00	1,622.02	16,530.23
Road No. 6.....	3,879.48	1,155.85	4,017.13	21,606.36	43,304.73
Road No. 7.....	115.00	508.95		664.49	6,959.80
Road No. 8.....	57.00		3.75	76.27	897.62
Road No. 9.....	12.00		6.00	500.79	518.79
Road No. 10.....	3,849.59	5,077.71	59.76	9,008.29	22,638.70
Road No. 11.....	620.72	2,772.95	1,500.90	7,517.23	20,862.66
Road No. 14.....			44.85	799.92	844.77
Special, Morovis to No. 11.....	120.11	61.18	132.57	348.61	1,822.96
Sundry salaries.....	109.74		178.33	60.00	414.73
Total.....	9,644.79	9,959.50	6,246.47	42,361.60	117,571.79

TABLE E.—*Construction of permanent roads of the approved plan, 1899–1900—Preliminary expenses: Instruments, surveys, etc.*

Name of road.	1899.			
	September.	October.	November.	December.
No. 1-Caguitas Bridge.....	\$11.28	\$28.55	-----	\$19.88
No. 1-Playa Bridge.....	53.13	-----	-----	-----
No. 1-Jacaguas Bridge.....	-----	70.54	\$281.54	105.46
No. 1-Guayo Bridge.....	-----	34.78	335.85	198.97
No. 5-Caguas-San Lorenzo-Humacao.....	-----	-----	-----	257.17
No. 6-Section 1, lot 3.....	-----	-----	-----	170.02
No. 6-Section 1, lot 4.....	-----	64.20	536.18	760.65
No. 7-Carolina Bridge.....	-----	212.06	105.05	143.97
No. 10-Quebrada-San José.....	-----	-----	-----	165.99
No. 11-Section 1, lot 2.....	-----	-----	185.26	346.33
Special: Morovis to No. 11.....	-----	-----	254.74	604.01
Total.....	64.41	410.13	1,698.62	2,772.45

Name of road.	1900.				Total.
	January.	February.	March.	April.	
No. 1-Caguitas Bridge.....	-----	\$43.94	-----	\$2.56	\$106.21
No. 1-Playa Bridge.....	-----	-----	-----	-----	53.13
No. 1-Jacaguas Bridge.....	\$316.06	96.34	\$189.51	2.56	1,062.01
No. 1-Guayo Bridge.....	202.33	242.58	103.42	4.36	1,122.29
No. 1-San Juan road.....	-----	-----	-----	78.95	78.95
No. 2-Reyes Catolicos Bridge.....	-----	-----	4.25	-----	4.25
No. 5-Caguas-San Lorenzo-Humacao.....	201.15	-----	-----	25.40	483.72
No. 5-Caguas Gurabo Juncas Piedras Humacao Playa.....	-----	-----	-----	1,576.00	1,576.00
No. 6-Section 1, lot 3.....	-----	43.70	315.35	194.68	723.75
No. 6-Section 1, lot 4.....	641.98	323.32	84.79	63.56	2,474.68
No. 7-Carolina Bridge.....	103.00	43.93	-----	8.00	616.01
No. 7-Section 8.....	-----	-----	-----	69.50	69.50
No. 9-Bayamon to Comerio.....	-----	-----	-----	482.32	482.32
No. 10-Section 1, lot 3.....	-----	-----	-----	47.29	47.29
No. 10-Quebrada-San José.....	179.57	79.08	59.76	137.10	621.50
No. 11-Section 1, lot 2.....	477.59	449.59	150.57	423.69	2,033.03
No. 14-Mayaguez-Las Marias.....	-----	-----	44.85	760.55	805.40
Special: Morovis to No. 11.....	28.49	61.18	132.57	297.05	1,378.04
Total.....	2,150.17	1,383.66	1,085.07	4,173.57	13,738.08

TABLE F.—*Construction of permanent roads of the approved plan, 1899–1900—Administration roads.*

Name of road.	1899.						1900.			Total.
	July.	August.	September.	October.	November.	December.	January.	March.	April.	
Road No. 2.....	-----	-----	-----	-----	-----	-----	-----	-----	\$2.69	\$2.69
Road No. 4.....	\$37.95	-----	\$9.00	\$7.50	\$0.84	\$225.48	-----	-----	66.50	347.27
Road No. 5.....	212.29	\$10,216.07	3,085.52	18.40	-----	-----	\$161.61	\$8.00	20.62	14,470.51
Road No. 6.....	19.65	186.44	53.00	152.19	235.75	726.38	96.12	72.25	72.63	1,614.41
Road No. 8.....	-----	-----	-----	-----	73.26	687.34	57.00	3.75	76.27	897.62
Road No. 9.....	-----	-----	-----	-----	-----	-----	12.00	6.00	18.47	36.47
Road No. 10.....	-----	-----	-----	-----	-----	-----	-----	-----	3.84	3.84
Road No. 11.....	.34	-----	-----	-----	-----	280.00	-----	-----	8.43	288.77
Special: Morovis to No. 11.....	-----	-----	-----	-----	-----	163.01	-----	-----	-----	163.01
Road No. 14, Mayaguez-Los Marias.....	-----	-----	-----	-----	-----	-----	-----	39.37	39.37	39.37
Sundry salaries.....	-----	-----	-----	-----	-----	-----	-----	178.33	60.00	238.33
Total.....	270.23	10,402.51	3,897.52	178.09	309.85	2,082.21	326.73	206.33	368.82	18,102.29

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TABLE G.—Construction of permanent roads of the improved plan, 1899–1900—
Contracts.

Name of road.	1899.					
	July.	August.	September.	October.	November.	December.
Road No. 6, sec. 3-Defendini.	-----	-----	\$909.23	-----	\$635.37	\$514.57
Road No. 6, sec. 1-lot 3	-----	-----	-----	-----	4,812.64	2,686.81
Road No. 6, sec. 1-lot 4	-----	-----	-----	-----	28.48	154.32
Road No. 7, sec. 7	\$5,000.00	-----	-----	\$197.72	12.06	.50
Road No. 10, Quebrada-	-----	-----	-----	-----	-----	-----
Honda	642.34	\$202.55	-----	792.52	79.50	2,760.45
Road No. 11, sec. 1-lot 1	2,189.98	1,733.36	86.34	1,838.45	65.52	1,618.15
Road No. 11, sec. 1-lot 2	-----	-----	-----	-----	16.26	90.87
Special: Morovis to No. 11	-----	-----	-----	-----	22.37	116.36
Sundry salaries	-----	-----	-----	-----	33.33	33.33
Total	7,832.32	1,935.91	995.60	2,828.69	5,705.53	7,975.36

Name of road.	1900.				Total.
	January.	February.	March.	April.	
Road No. 6, sec. 3-Defendini.	\$345.88	\$157.41	\$821.73	\$613.96	\$3,998.18
Road No. 6, sec. 1-lot 3	2,668.73	161.40	2,700.69	3,223.18	16,253.45
Road No. 6, sec. 1-lot 4	126.77	470.02	22.32	17,438.35	18,240.26
Road No. 7, sec. 7	12.00	465.02	-----	586.99	6,274.29
Road No. 10, Quebrada-	-----	-----	-----	-----	-----
Honda	-----	-----	-----	218.39	4,695.75
Road No. 10, Quebrada-San	-----	-----	-----	-----	-----
Jose	3,670.02	4,998.63	-----	8,601.67	17,270.32
Road No. 11, sec. 1-lot 1	76.64	2,323.36	1,350.33	4,945.19	16,227.32
Road No. 11, sec. 1-lot 2	66.49	-----	-----	2,139.92	2,313.54
Special: Morovis to No. 11	91.62	-----	-----	51.56	281.91
Sundry salaries	109.74	-----	-----	-----	176.40
Total	7,167.89	8,575.84	4,895.07	37,819.21	85,731.42

TABLE H.—Road and bridge contracts, 1899–1900.

Contractor.	Road (name or number).	The contract.					Cost, 1899–1900.	
		Designation of contract.	Length.	Date to com- mence work.	Date to com- plete work.	Amount con- tracted.	Cost to June 30, 1899.	Supervi- sion, June 30, 1899, to Apr. 30, 1900.
Edwin Thacher.	No. 1	Concrete steel bridge over Jacaguas River and over Guayo River near Juana Diaz.	<i>Feet.</i> 404 <i>Meters.</i> 270	Feb. 1, 1900	Oct. 1, 1900	\$85,121.00	\$2,869.23	\$538.58 101.53
Joaquin L. Miro	Caguas, Gurabo, Juncos, Nagu- abo.	Section, Nagnabo to Juncos.	8,400	Sept. 30, 1899	Mar. 30, 1900	15,200.00	7,238.06	605.25
Carlos de Ereno	No. 6	Section 3, Ponce to Adjuntas, "Defendini".	1,300	May 5, 1897	Mar. 31, 1900	11,997.60	3,531.22	405.26
Do.	No. 6	Section 1, lot 3, Utuado to Arecibo.	4,357	Oct. 10, 1899	June 10, 1901	28,500.00	15,740.88	512.57
Do.	No. 11	Section 1, lot 1, Manati to Ciales.	4,600	Dec. 2, 1897	Feb. 18, 1900	34,351.70	15,548.40	678.92
Serafin Soto	No. 7	Section 7, Rio Grande to Mameyes.	6,700	Apr. 3, 1895	Nov. 3, 1899	52,800.00	50,653.93	222.28
Andres G. Canton	No. 10	Section 1, Quebrada, San Jose, Toa Alto, Corozal.	5,300	Dec. 10, 1899	Dec. 4, 1900	28,031.73	16,899.82	370.50
Central Contracting Co.	No. 6	Section 1, lot 4, Utuado to Arecibo.	14,000	Apr. 13, 1900	Sept. 12, 1901	63,636.36	16,156.17	2,084.09
	No. 11	Section 1, lot 2, Manati to Ciales.	8,000	do.	do.	36,363.64	1,810.11	503.43
	Special.	Section road II, to Morovis.	11,000	do.	do.	50,000.00		281.91
Andres G. Canton	No. 10	Section 1, Quebrada, Honda, Toa Alto, Corozal.	3,200	Dec. 4, 1897	Dec. 4, 1899	13,208.93	11,215.50	178.13

TABLE H.—Road and bridge contracts, 1899-1900—Continued.

Contractor.	Road (name or number).	The contract. Designation of contract.	Total cost to Apr. 30, 1900.			Cost to complete.			Total cost when completed.
			Total earned to Apr. 30, 1900.	Total supervision to Apr. 30, 1900.	Total cost to Apr. 30, 1900.	To be earned.	Supervision.	Total to complete.	
Edwin Thacher.....	No. 1.....	Concrete steel bridge over Jacaguas River and over Guayo River near Juana Diaz.	\$2,869.23	\$538.58	\$3,427.81	\$32,251.77	\$4,021.54	\$36,273.31	\$39,802.65
Joaquin L. Miro.....	Caguas, Gursabo, Juncos, Naguabo.	Section, Naguabo to Juncos.....	7,238.06	101.53	*7,843.31				
Carlos de Ereno.....	No. 6.....	Section 3, Ponce to Adjuntas, "Defendimi"	10,991.22	1,206.26	12,197.48	1,006.38	1,335.35	2,341.73	14,539.21
Do.....	No. 6.....	Section 1, lot 3, Utuado to Arecibo.....	15,740.88	512.57	16,253.45	12,759.12	1,380.25	14,139.37	30,372.82
Do.....	No. 11.....	Section 1, lot 1, Manati to Ciales.....	83,461.93	2,470.27	35,932.20	7,889.77	725.18	1,614.95	37,547.15
Serafin Soto.....	No. 7.....	Section 7, Rio Grande to Mameyes.....	52,101.14	4,877.18	56,978.22	688.96	435.07	1,124.03	58,112.25
Andres G. Canton.....	No. 10.....	Section 1, Quebrada, San Jose, Toa Alto, Corozal.....	16,899.82	2,370.50	17,270.32	11,131.91	1,034.15	12,166.06	29,436.38
Central Contracting Co.....	No. 6.....	Section 1, lot 4, Utuado to Arecibo.....	16,156.17	2,064.09	18,240.26	47,480.19	4,279.27	51,759.46	68,999.72
Do.....	No. 11.....	Section 1, lot 2, Manati to Ciales.....	1,810.11	503.43	2,313.54	34,553.53	3,132.93	37,686.46	40,000.00
Andres G. Canton.....	Special.....	Section road 11, to Morovis.....		281.91	281.91	50,000.00	3,491.58	53,491.58	53,773.49
	No. 10.....	Section 1, Quebrada, Honda, Toa Alto, Corozal.....	14,713.53	1,197.72	^b 15,911.25				^b 15,911.25

*Canceled.

^bCompleted.

TABLE I.—Office expenses and pay roll.

Name of account.	Office expenses.	Pay roll.	Total.
1899.			
July	\$9.00	\$2,194.61	\$2,203.61
August	132.14	2,717.27	2,849.41
September	104.48	2,745.62	2,850.10
October	69.80	2,455.78	2,525.58
November	85.32	2,289.10	2,374.42
December	499.41	2,818.27	3,317.68
1900.			
January	171.93	2,620.77	2,792.70
February	196.03	2,880.77	3,076.80
March	140.23	2,767.58	2,907.81
April	49.81	2,347.43	2,397.24
Total	1,458.15	25,837.18	27,295.33

TABLE J.—Construction and repair of public buildings, 1899–1900.

Name of building.	1899.					
	July.	August.	September.	October.	November.	December.
Disputacion (board of public works)	\$181.13	\$169.95	\$423.29	\$1,544.83	\$2,235.63	\$695.00
Intendencia (treasury)	73.47	1,390.13	1,231.93	1,094.14	781.30	31.40
No. 5 Fortaleza street	54.39	676.45	132.05	118.92	47.21	36.80
Children's Asylum, Rio Piedras		14.88	196.14	25.05	53.02	9.88
Supreme court		125.95	9.27			
Post-office, Caguas		10.20		16.41	237.73	32.54
Custom-house, Humacao		11.16			46.64	114.28
Institute and chapel, Santurce		69.19	206.87	619.09	456.16	286.37
Custom-house, Fajardo			25.36		300.00	312.03
Lepor colony, Battery Island						157.40
Scientific library and beneficencia						
Culebra Island				230.03	29.95	8.57
Civil hospital, Coamo						630.09
Warehouse stores						
Total	308.99	2,467.91	2,166.91	3,698.47	4,237.64	2,314.96

Name of building.	1900.				Total.
	January.	February.	March.	April.	
Disputacion (board of public works)	\$629.90	\$726.99	\$741.46	\$1,336.07	\$3,734.85
Intendencia (treasury)	166.01	3.85		6.60	4,778.83
No. 5 Fortaleza street	45.00	.50		11.38	1,122.70
Children's Asylum, Rio Piedras	1.80				240.77
Supreme court				2.55	137.77
Post-office, Caguas	77.75	3.75			423.38
Custom-house, Humacao	620.00		229.50		1,021.58
Institute and chapel, Santurce	8.00	4.00			1,651.68
Custom-house, Fajardo	36.00				673.39
Lepor colony, Battery Island	9.66	6.20	100.00		273.26
Scientific library and beneficencia					
Culebra Island	433.35	111.17	168.30	429.74	429.74
Civil hospital, Coamo				40.00	1,071.37
Warehouse stores		152.43	48.13	116.99	116.99
Total	2,027.47	1,008.89	1,287.39	2,131.80	21,700.43

TABLE K.—*Special.*

Name of building.	1899.				
	August.	September.	October.	November.	December.
Quarantine station, Miraflores.....	\$5.50	\$1,579.43	\$3,387.63	\$1,015.89	\$353.88
Beneficencia and insane asylum.....	110.00	626.34	3,169.93	392.09	4,526.20
Industrial and Normal School, Fajardo.....			4.00	170.30	130.04
Model Training School.....		1,706.43	1,479.90	2,268.61	2,491.64
Arecibo jail.....			36.26	84.24	
Leper hospital.....			389.93	331.70	
Columbus Monument, Aguadilla.....					10.00
Customs warehouse, Ponce.....			47.14		30.00
Boys' Institute.....					
Girls' Seminary.....					
Civil hospital, Coamo.....				127.87	746.09
Building fund.....					
Disinfecting room, Ponce.....					
Court of San Juan.....					
Total.....	115.50	3,912.20	8,514.79	4,390.70	8,287.85

Name of building.	1900.				Total.
	January.	February.	March.	April.	
Quarantine station, Miraflores.....	\$3.75	\$6.61			\$6,352.69
Beneficencia and insane asylum.....	631.84	30.00			9,486.40
Industrial and Normal School, Fajardo.....	182.71	39.78		\$56.00	582.83
Model Training School.....	929.97	295.59	\$774.21	307.00	10,253.35
Arecibo jail.....			6.33		126.83
Leper hospital.....					721.63
Columbus Monument, Aguadilla.....					10.00
Customs warehouse, Ponce.....	930.00	4,234.40	41.38	35.00	5,317.92
Boys' Institute.....	2,555.78	2,687.67	47.90	155.52	5,446.87
Girls' Seminary.....	87.54		1.30	247.95	336.79
Civil hospital, Coamo.....	300.00	186.65	495.93	143.46	2,000.00
Building fund.....		63.04		336.27	399.31
Disinfecting room, Ponce.....				461.00	461.00
Court of San Juan.....				300.00	300.00
Total.....	5,621.59	7,543.74	1,367.05	2,042.20	41,795.62

TABLE L.—*Harbor works, 1899-1900.*

[For maintenance and improvement of wharves, roadway along wharves, plant, etc.; removal of wrecks; establishment of harbor lines; and the preliminary surveys for the improvement of harbors.]

	1899.				
	July-August.	September.	October.	November.	December.
Office, superintendence, and incidentals.....	\$375.38	\$863.72	\$298.51	\$454.40	\$257.55
Repairs custom-house wharf.....	63.00				349.14
Reconstruction passenger landing.....					
Darsena.....	80.00	138.50	68.36	42.66	31.25
Machine shops: Purchase and repair of engines, boiler, machinery, etc.....	529.01	3,232.52	483.01	310.46	328.56
Repairs to dredges America and Priestman.....	1,636.18	27.00	66.59	63.50	26.00
Repairs to tug Borinquen.....	78.72	18.34			189.54
Purchase and repair of pile drivers.....				92.59	57.23
Cleaning and policing wharves.....	75.00	201.00	123.00	120.30	107.00
Repairs to boats and naphtha launch.....			58.64	46.37	98.68
Coal, oil, etc., for Borinquen and dredge.....			115.15		
Miscellaneous.....		127.82	11.25	30.73	266.79
Total.....	2,837.29	4,608.90	1,224.51	1,161.01	1,711.74

TABLE L.—*Harbor works, 1899–1900—Continued.*

	1900.				
	January.	February.	March.	April.	Total.
Office, superintendence, and incidentals	\$259.60	\$272.97	\$254.75	\$195.25	\$3,232.13
Repairs custom-house wharf	282.41	175.60	5.00	-----	875.15
Reconstruction passenger landing	-----	-----	-----	-----	-----
Darsena	.66	-----	-----	-----	361.43
Machine shops: Purchase and repair of engines, boiler, machinery, etc.	203.74	270.46	27.30	159.30	5,544.36
Repairs to dredges America and Priestman	18.00	157.30	60.00	18.00	2,072.57
Repairs to tug Borinquen	281.57	292.71	702.97	446.75	2,010.60
Purchase and repair of pile drivers	10.86	1,237.04	-----	-----	1,397.72
Cleaning and policing wharves	107.00	99.24	54.00	57.00	943.54
Repairs to boats and naphtha launch	25.19	138.00	68.64	146.25	581.77
Coal, oil, etc., for Borinquen and dredge	-----	-----	-----	-----	115.15
Miscellaneous	203.25	80.92	131.80	130.00	982.56
Total	1,392.28	2,724.24	1,304.46	1,152.55	18,116.98

TABLE M.—*Light-house engineer work, 1899–1900.*

	1899.				
	July, August, September.	October.	November.	December.	
Maintenance and repair of light-houses and illuminating apparatus.					
Morro (San Juan)	\$64.67	\$2.70	\$27.31	-----	\$2.85
Arecibo	475.21	6.00	-----	-----	-----
Borinquen	444.55	14.01	-----	-----	-----
Rincon	-----	5.40	230.07	-----	-----
Cabo Rojo	13.58	14.00	135.62	-----	-----
Guanica	-----	-----	-----	-----	-----
Cardona	230.02	-----	-----	-----	-----
Caja de Muertos	19.76	-----	6.30	-----	6.00
Arroyo	51.95	14.00	55.43	-----	36.03
Maunabo	36.62	626.41	34.91	-----	36.02
Puerto Ferro (Vieques)	-----	-----	-----	-----	88.83
Punta Mulas	456.39	-----	54.59	-----	117.17
Culebritas (Culebra)	411.28	-----	-----	-----	119.96
Fajardo	341.88	-----	-----	-----	87.40
Total	2,545.91	682.52	544.23	-----	494.26
Construction of Mona light-house	4,185.37	1,696.16	1,437.63	-----	1,168.17
Purchase and installation of light at Puerto Ferro	11.29	698.62	641.30	-----	-----
Grand total	6,752.57	3,077.30	2,623.16	-----	1,662.43

	1900.				
	January.	February.	March.	April.	Total.
Maintenance and repair of light-houses and illuminating apparatus.					
Morro (San Juan)	\$11.19	\$10.48	\$10.14	\$89.93	\$219.27
Arecibo	2.20	-----	8.33	23.66	515.40
Borinquen	28.99	-----	39.87	20.66	548.08
Rincon	2.20	-----	25.44	20.66	283.77
Cabo Rojo	38.85	298.65	2.22	21.86	524.78
Guanica	-----	-----	-----	20.66	20.66
Cardona	-----	-----	2.22	20.66	252.90
Caja de Muertos	2.20	-----	2.22	20.66	57.14
Arroyo	2.20	-----	2.22	20.66	182.49
Maunabo	2.20	-----	-----	20.66	756.82
Puerto Ferro (Vieques)	271.64	53.85	262.67	20.66	697.65
Punta Mulas	78.84	32.50	-----	42.26	781.75
Culebritas (Culebra)	30.95	2.55	14.89	93.54	673.17
Fajardo	45.75	139.21	8.33	20.48	643.06
Total	517.21	537.24	378.55	457.01	6,156.93
Construction of Mona light-house	1,037.71	1,328.36	1,944.63	2,487.34	15,295.37
Purchase and installation of light at Puerto Ferro	-----	-----	2,648.79	-----	4,000.00
Grand total	1,554.92	1,865.60	4,971.97	2,944.35	25,452.30

[Appendix III.]

Abstract of proposals received and opened by Capt. W. V. Judson, Corps of Engineers, U. S. Army, San Juan, P. R., December 23, 1899, at noon, under advertisement dated October 12, 1899, for the building or reconstruction of about 18 miles of roads in the island of Porto Rico.

[There is available for the work an allotment of \$100,000 from the present budget, and there will be available \$100,000 from the next annual budget.]

Name and address of bidder.	Articles bid upon and weights attached to various items in lieu of estimates of quantities, per cubic yard.							
	Solid rock excavation.	Loose rock excavation.	Earth excavation.	Excavation in water.	Broken stone and screenings, measured before placing.	First-class masonry.	Second-class masonry.	Third-class masonry.
Relative weights.....	135,000	29,500	90,000	800	45,000	800	430	5,300
Carlos de Ereno, San Juan	\$0.50	\$0.23	\$0.16	\$2.50	\$1.90	\$28.00	\$19.00	\$6.70
Marix & Denton, San Juan .....	.45	.25	.15	1.00	1.50	35.00	12.00	10.00
The Central Contracting Co., 99 Cedar street, New York ^a .....	.45	.30	.18	1.50	1.25	21.50	16.50	6.80
Hamilton R. Gamble, St. Louis .....	.91	.55	.24	1.00	2.41	41.00	22.00	9.80
Puerto Rico Co., San Juan	2.00	.70	.35	6.00	2.50	15.00	12.00	10.00
W. H. Kendrick, Tampa, Fla.	1.35	.45	.25	2.00	2.00	30.00	20.00	15.00
Wright & Lindsley, Orange, N. J.	1.50	.60	.30	5.00	2.80	24.00	18.00	10.00
Indiana Construction Co., Terra Haute, Ind .....	.90	.48	.29	3.00	1.40	20.00	10.00	8.00
The Degnon McLean Construction Co., New York	1.05	.60	.30	2.00	2.00	18.00	15.00	7.00
Jno. B. Carter, New York .....	.80	.40	.22	2.00	2.25	16.00	12.00	9.00
Mullenhoff & Korber, San Juan .....	.53	.35	.24	1.80	2.00	37.00	19.60	11.90
J. D. Colon, San Juan .....	.52	.30	.25	1.75	2.05	32.00	17.00	8.00
Rogue Paniagua, San Juan .....	.65	.50	.30	1.00	2.15	30.00	18.00	9.50
A. J. Wellington, Boston, Mass	1.00	.40	.30	2.00	1.70	25.00	15.00	8.00
David V. Howell, New York	1.10	.40	.20	.35	1.08	14.00	12.00	9.00
Edward J. Hingston, Buffalo, N. Y. ....	.95	.50	.25	2.00	2.25	14.00	10.00	7.00
The Delaware Granite and Mining Co., Wilmington, Del .....	.75	.50	.23	.75	.75	10.50	7.50	5.50

Name and address of bidder.	Articles bid upon and weights attached to various items in lieu of estimates of quantities, per cubic yard.							
	Box culvert masonry, laid dry.	Retaining wall, laid dry.	Slope wall.	Riprap.	Paving, laid dry.	Paving, grouted.	Brick masonry, laid in cement.	Concrete.
Relative weights.	300	650	382	500	300	350	670	2,000
Carlos de Ereno, San Juan	\$2.20	\$2.20	\$2.20	\$3.00	\$2.20	\$6.70	\$12.00	\$10.00
Marix & Denton, San Juan	2.00	1.90	1.90	1.90	1.90	5.00	10.00	10.00
The Central Contracting Co., 99 Cedar street, New York *	2.30	2.20	2.00	1.90	2.50	4.50	11.00	9.50
Hamilton R. Gamble, St. Louis	3.50	5.60	4.20	2.80	2.10	5.00	30.00	11.00
Puerto Rico Co., San Juan	8.00	8.00	6.00	4.00	3.50	4.00	14.00	8.00
W. H. Kendrick, Tampa, Fla.	10.00	8.00	8.00	2.50	2.50	3.00	25.00	5.00
Wright & Lindsley, Orange, N. J.	6.00	6.00	5.00	2.00	2.00	5.00	12.50	10.00
Indiana Construction Co., Terre Haute, Ind	2.50	2.00	1.50	1.00	1.00	2.00	14.00	14.00
The Degnon McLean Construction Co., New York	5.00	5.00	3.50	2.50	2.50	5.50	18.00	11.00
Jno. B. Carter, New York	4.00	3.50	3.50	2.00	2.00	5.00	10.00	10.50
Mullenhoff & Korber, San Juan	3.00	8.00	1.80	1.50	2.00	5.00	11.50	14.00
J. D. Colon, San Juan	2.50	2.25	2.25	2.25	1.50	8.00	10.00	10.00
Roque Paniagua, San Juan	2.50	8.00	4.00	3.00	3.50	6.00	15.00	14.00
A. J. Wellington, Boston, Mass	3.00	3.00	1.80	1.00	1.00	1.50	14.00	8.00
David V. Howell, New York	6.00	7.00	7.00	1.50	1.70	1.80	12.00	7.50
Edward J. Hingston, Buffalo, N. Y.	5.00	5.00	4.00	2.50	2.50	3.50	10.00	7.00
The Delaware Granite and Mining Co., Wilmington, Del	3.50	1.50	1.25	1.00	1.00	1.25	8.50	7.00

* Acceptance of this proposal was recommended and contract entered into.

Abstract of proposals received and opened by Capt. W. V. Judson, etc.—Cont'd.

Name and address of bidder.	Articles bid upon and weights attached to various items in lieu of estimates of quantities.						Relative value of bid.
	Per linear foot.			Timber in foundations, including sheet piling, per M feet B. M.	Piling, per linear foot.	Iron in timber work, per pound.	
	Drain pipe, 18-inch.	Drain pipe, 15-inch.	Drain pipe, 12-inch.				
Relative weights	3,000	1,000	1,000	25	4,000	2,000	-----
Carlos de Ereno, San Juan	\$0.80	\$0.70	\$0.60	\$35.00	\$1.50	\$0.10	\$288,515.40
Marix & Denton, San Juan .....	.90	.60	.40	30.00	1.00	.30	277,565.80
The Central Contracting Co., 99 Cedar street, New York .....	.90	.70	.50	50.00	.50	.15	243,564.00
Hamilton R. Gamble, St. Louis .....	.90	.89	.75	65.00	.91	.21	426,324.40
Puerto Rico Co., San Juan	2.40	2.00	1.50	90.00	2.00	.10	570,482.00
W. H. Kendrick, Tampa, Fla.	1.00	.75	.75	40.00	.50	.08	470,441.00
Wright & Lindsley, Orange, N. J.	2.20	2.00	1.70	80.00	2.50	.15	519,075.00
Indiana Construction Co., Terre Haute, Ind.	1.00	.90	.75	50.00	.50	.10	339,463.00
The Degnon McLean Construction Co., New York	2.00	1.80	1.60	60.00	.70	.10	393,972.00
Jno. B. Carter, New York	2.00	1.75	1.50	40.00	.60	.15	356,922.00
Mullenhoff & Korber, San Juan	4.00	2.00	1.50	54.00	.40	.10	300,155.60
J. D. Colon, San Juan .....	.90	.80	.70	55.05	1.00	.25	314,733.25
Rogue Paniagua, San Juan	2.14	1.94	1.75	58.00	1.15	.30	376,078.00
A. J. Wellington, Boston, Mass. ....	.60	.55	.50	80.00	.30	.08	357,202.60
David V. Howell, New York .....	.28	.24	.21	60.00	.32	.08	329,424.00
Edward J. Hingston, Buffalo, N. Y.	1.50	1.25	.90	35.00	.40	.06	360,398.00
The Delaware Granite and Mining Co., Wilmington, Del.	1.00	.65	.50	40.00	.35	.09	241,990.00

* Acceptance of this proposal was recommended and contract entered into.

[Appendix IV.]

Statement of expenditures for public works, 1896-97, 1897-98.

Year.	Salaries.	Travel.	General expenses.	Roads.	Light-houses.	Public buildings.	Total.
1896-97	\$79,153.00	\$1,777.83	\$1,400.00	\$362,109.81	\$62,381.13	\$31,908.27	\$538,800.04
1897-98	28,557.56	97.21	388.87	87,665.33	23,011.63	-----	139,720.60
Total	107,710.56	1,875.04	1,788.87	449,775.14	85,392.76	31,908.27	678,520.64

EXHIBIT 2.

UNITED STATES ENGINEER OFFICE,
DEPARTMENT OF PORTO RICO,
San Juan, P. R., July 20, 1900.

Brig. Gen. GEO. W. DAVIS,

Commanding Department of Porto Rico, San Juan, P. R.

GENERAL: I have the honor to submit the following report upon road construction carried on during the fiscal year ending June 30, 1900, with allotments from Federal appropriations.

Until the military government ceased to exist, May 1, 1900, the undersigned was charged at once with the duties of president of the board of public works of Porto Rico, under which board road and other work was being done with insular funds; and with the duties of engineer officer of the Department of Porto Rico, in which capacity I was charged with the work to which this report relates.

For an account of the work done under the board of public works I would respectfully invite your attention to my report upon that subject dated July 14, 1900.

ROAD CONSTRUCTION.

On August 8, 1899, a hurricane swept over Porto Rico, destroying villages, devastating sugar, tobacco, coffee, and banana plantations, and leaving the peons largely without habitations and without food. Economic distress, incident upon the war, etc., had preceded the hurricane, so that no means were possessed by planters to clean up their plantations after that catastrophe.

The planter could borrow no more money, and consequently the peon could find no employment.

The staple food of the peons—bananas—would not reappear for from nine to ten months.

Under these pitiable conditions, allotments were made from time to time from the "Emergency fund, War Department," and from the appropriation "Refunding customs revenue collected from Porto Rico for the relief of its government and people," as follows:

Emergency fund—allotment made October 25, 1899.....	\$200,000
Refunding customs appropriation—allotment made March 20, 1900	610,000
Refunding customs appropriation—allotment made April 9, 1900.....	50,000
Refunding customs appropriation—allotment made June 19, 1900.....	90,000
Total.....	950,000

The last allotment of \$90,000, above mentioned, is as yet unassigned to any special work. It will be used later to insure the best results possible from other expenditures.

Each other allotment was received with instructions to make contracts as quickly as possible, at times when the suffering was more than ordinarily acute. The pressing condition was that work should be started simultaneously and quickly at many different localities. There was no opportunity to make preliminary studies, and there were no plans or maps in existence that could facilitate the work.

For statement of the general conditions affecting road work in Porto Rico, and the determining factors in the general location of roads, attention is invited to my report of July 14, 1900, above mentioned.

It was determined to build roads, generally with one terminus of each at a port, traversing as trunk lines the territory tributary to the ports.

It was resolved to build good roads, employing competent engineers with sufficient assistants to keep surveys well ahead of construction, confining maximum grades to 7 per cent and minimum radii of curvature to 60 feet. A competent force in the office designed special masonry works and made type plans for culverts, etc., of many kinds and dimensions.

Each resident engineer was provided with a set of blue prints of type plans, with a pamphlet of "instructions" that were prepared with great care, and his work was frequently inspected by my principal assistant or by myself.

The specifications in use are, I believe, well calculated to secure (or rather permit, for many options are retained to the engineer) the construction of first-class macadam roads, with cement masonry or concrete culverts. These specifications have been modified from time to time, and I hope the latest development approaches the ideal to meet conditions here.

One of the most perplexing points continually arising has been to decide in particular cases whether we should use the highest character of construction, or whether we should push through with cheaper work and many omissions to make some long stretch of road available for through traffic.

This decision must necessarily be made for particular cases. Some new roads are located so much in coincidence with the old that we can build the best roads as we go, knowing that the old road will serve temporarily beyond the ends of the finished work. Other new roads, again, are necessarily located entirely apart from the old ones, where the latter, for instance, tended to traverse hill and valley in the shortest distance between their termini. In these latter cases it may be advisable to make the money go as far as possible, lest portions of road now built may be useless for many years. The problem, in this aspect of it, is a financial one. There is to be considered not only the money we have available, but what may be available in the future. In this way it can be seen that questions of policy are involved in our work which, in my opinion, could best be determined by the local civil authorities, who will control the expenditures that must continue and supplement our work.

Upon my recommendation these circumstances have been placed before the Secretary of War by you with recommendation that the road work be transferred to the board of public works of Porto Rico.

The following are the roads upon which our efforts have been concentrated:

1. *From Arecibo to Ponce.*—This road crosses Porto Rico from north to south, traversing the rich coffee region of the west-central portion of the island, via Utuado and Adjuntas. This whole region was destitute of roads, although the Spanish authorities had projected one along the route we are following. The Arecibo-Ponce route will be a favorite one for tourists, as the scenery in places is grand in the extreme. Via rail to Arecibo and thence via the new road will be the quickest and cheapest land route between San Juan and Ponce. This is our main undertaking.

The length of the road is to be 49 miles, of which 9.3 miles were built before annexation, and 10.6 miles are under construction by the board of public works.

In all seven War Department contracts have been made upon this road. At the end of the fiscal year four of these contracts had been terminated and work was progressing under the remaining three. The total expenditures, including retained percentage, had been \$217,756.71. The state of the work may be gathered from the table constituting Inclosure I to this report.

It is proposed to expend the greater part of funds not otherwise assigned to the continuation of this work.

It is estimated that after existing contracts have been closed \$250,000 would be needed to complete the road. Funds available and unassigned may be taken at \$100,000 in round figures.

If no more money is obtained the road will at least be opened from Arecibo to Utuado and from Adjuntas to Ponce, although some of the work will be of a temporary character, and much more than half of the work will be done between Utuado and Adjuntas.

2. *Aguadilla to Moca.*—The distance is 4.2 miles, and the section will form a part of the road from Aguadilla to San Sebastian and perhaps eventually to Lares. The section under consideration was in some places already fair when work began. Extensive reconstruction and metalling were undertaken, where needed, by day labor and the purchase of materials in open market, with allotments aggregating \$13,594. No additional funds will be needed for this section.

3. *Moca to San Sebastian.*—This section, in connection with that last mentioned, will connect a rich coffee district with the port of Aguadilla. Two contracts have been let upon the section, of which one has been completed and the other is in process of execution. The state of the work June 30, 1900, is shown in Inclosure II.

It has been estimated that \$10,000 would be needed for completion beyond funds now allotted.

The total distance from Aguadilla to San Sebastian is 14.4 miles, of which about 3.5 miles was built in the days of Spain.

4. *Guayama to Arroyo.*—This section, about 4 miles in length, will connect the splendid road of Spanish construction, extended from Cayey to Guayama, with the port of Arroyo. The state of the work June 30, 1900, is shown in Inclosure I. This section will be completed by July 31, 1900.

5. *Section between Toa Alta and Corozal.*—This piece of road, about 3 miles in length, forms the last connecting link, with completed road and road being constructed by the board of public works, between Catano, on San Juan Harbor, and Corozal, a total distance of 24 miles. The state of the work June 30, 1900, is exhibited in Inclosure I. The money allotted will about complete the road, but an important bridge on the line should soon be constructed at an estimated cost of \$12,000.

6. *Caguas to Humacao Playa.*—This road will connect the main highway between San Juan and Ponce with the east coast at Humacao Playa. The location of the new road is never far from the old, so that all that is built can be conveniently used in connection with parts of the old road.

The total distance is 24.5 miles through a coffee and sugar country. Work is progressing under two contracts, with allotments aggregating \$225,000. About 3 miles had been built prior to the making of these contracts, since American occupation, from Humacao toward its playa.

The state of the work is exhibited in Inclosure I.

It is estimated that \$197,760 would be needed to complete the road, including bridging the Loisa and Juncos rivers.

7. *Comerio toward Bayamon.*—Work is progressing under contract from Comerio northward through a rich coffee and tobacco country. Eventually the road may be extended to Bayamon, a total distance slightly more than 15 miles. The money allotted will build no more than 4 miles of road, as the country is a difficult one.

The state of the work is exhibited in Inclosure I.

If completed to Bayamon, it is estimated that \$200,000 additional to present allotment would be needed.

8. *Mayaguez to Las Marias.*—Mayaguez is the most important port in the west of

the island. Las Marias is in the heart of the richest coffee country tributary to Mayaguez. The distance between them is approximately 16 miles, but much of the old road is in fair condition, and only 6 miles approximately of entirely new road must be built. For about 6 miles more, however, macadam must be laid, and the masonry adjuncts built.

Work is progressing under contract, and Inclosure I exhibits the state of the work June 30, 1900.

It has been estimated that \$50,000 in addition to funds in hand would finish up the work necessary to be done.

I here insert a table showing something of the road construction accomplished by Spain, as compared with that undertaken since American occupation. The figures for roads of antebellum construction are derived from the best Spanish sources; those for roads of American construction are taken from the best data now available. The table takes no account of large sums spent since the war on reconstruction, country road work, bridges on old roads, etc., works largely incident to the hurricane; nor of a small saving, perhaps \$75,000 in all, due, in roads of American construction to ancient and abandoned work.

Table showing roads constructed or under construction in Porto Rico.

Roads.	Miles constructed previous to military occupation.	Miles constructed or under construction since military occupation, approximate.	Approximate cost.
San Juan to Ponce Playa.....	82.46	.....	\$1, 879, 340
Cataño to Toa Alta.....	14.88	.....	239, 767
Anasco to Pezuela Bridge, through Mayaguez.....	14.26	.....	202, 080
Cayey to Guayama.....	16.74	.....	615, 600
Ponce toward Adjuntas.....	9.3	.....	152, 320
Rio Piedras to Rio Grande.....	16.12	.....	265, 200
Utua toward Arecibo.....	3.1	.....	99, 000
San Sebastian toward Moca.....	1.86	.....	31, 320
Total.....	158.72	.....	3, 484, 627
Arecibo to Ponce ^a.....	.....	39.6	655, 000
El Consumo (Mayaguez) to Las Marias.....	.....	7	150, 000
Aguadilla to San Sebastian ^a.....	.....	10	93, 000
Corozal to Toa Alta.....	.....	8	83, 208
Comerio to Bayamon.....	.....	18	270, 000
Caguas to Humacao Playa.....	.....	24.5	425, 000
Manati to Ciales and Morovis.....	.....	12	184, 000
Guayama to Arroyo.....	.....	4	32, 000
Total.....	.....	123.1	^b 1, 892, 208

^a Omitting portions built before war and stated elsewhere in table.

^b Including moneys already spent or in hand, whether insular or United States, and including estimates to complete as well.

PURCHASES OF BROKEN STONE.

In addition to the work above described, it became necessary to afford employment to the distressed near the towns of Ponce, Lares, and San Sebastian. As there was no time to devise other means of employment, it was proposed and authorized that large purchases of broken stone should be made in open market at prices fixed by competition. The people would thus be employed at breaking stone, work suitable to the unskilled, and even, in Porto Rico, to women and children. The stone was conveniently placed for future road work, either construction or repair, and has been turned over to the board of public works and receipts taken.

Except where roads or other works can be carried forward on carefully thought-out plans, it is my opinion that work like this is the best means of alleviating distress due to nonemployment.

It certainly possesses many advantages over the free distribution of rations, and I recommend its adoption on a larger scale on like occasions here or elsewhere, if customary rates of wages be low.

In all, the expenditure upon the stone breaking, including supervision, was \$33,282.72; 27,581.3 cubic yards of broken stone were purchased, and 59,574 days' work given between April 16 and June 19, 1900. Of course a portion of the money went for blasting and hauling.

PIER AT SAN JUAN HARBOR.

In November, 1899, the Secretary of War issued a revocable license to the New York and Porto Rico Steamship Company to build a pier for commercial purposes at this port. Under this license the rights of the public are fully protected, and the option is reserved to Porto Rico or the United States to purchase the pier at any time for cost, less deterioration. The plans were to be subject to my approval and to that of the department commander, and it has been my duty to supervise construction and report upon the cost. A slight modification of the license in February, 1900, permitted an extension of 40 feet beyond the end originally proposed. The pier must be finished, in accordance with the terms of the license, by November 9, 1900, and from present appearances will be finished several months ahead of time. While I am not yet ready to report the cost exactly, it may be estimated at approximately \$90,000.

The pier is located at the foot of Tanca street; it is 460 by 80 feet, with 360 feet of its length covered by a substantial shed housed in with galvanized iron. The bearing piles are well driven and heavily creosoted; the superstructure is of yellow pine. While not entirely completed, the pier is already in use, handling probably one-third of the business of the port.

HARBOR LINES.

In accordance with your verbal orders, on October 6, 1899, I submitted for your approval and that of the Secretary of War, two blue prints showing alternative harbor lines for San Juan Harbor, P. R., recommending the one or the other for adoption, according to the decision of higher authority in the matter of the location of the proposed naval station. No action has been taken by the Secretary of War, probably because the naval-station matter is still in abeyance.

WRECK IN ENTRANCE TO HARBOR OF SAN JUAN, P. R.

During the Spanish-American war the *Cristobal Colon* was sunk in this locality, with the intention of barring entrance to American war vessels.

With insular funds, prior to May 1, 1900, I obtained the necessary data, and early in May requested an allotment of \$6,000 to remove this troublesome wreck which narrows the entrance from its natural width of, say, 1,200 feet to about 400 feet. This work will probably be accomplished before another winter brings many war ships to these waters.

Very respectfully,

W. R. JUDSON,
Captain, Corps of Engineers, Engineer Officer of the Department.

[Inclosure 1.]

State of work June 30, 1900, to accompany report of July 20, 1900.

Location of work.	Extent of work.	Contractor.	Allotment.	Commenced work.	Finished work.	Total expended including percentage retained.	State of work at conclusion of fiscal year 1900						Miscellaneous.
							Rough grading.	Final grading and ditching.	Partially or completely finished.	Completely finished.	Drains completed.	Culverts completed.	
Moca toward San Sebastian.	Lin. ft. 34,112	J. D. Colon.....	{ \$33,661.35 45,000.00	Jan. 15, 1900 May 23, 1900	May 22, 1900	{ \$33,661.35 5,579.40	Lin. ft. 34,112	Lin. ft. 31,619	Lin. ft. 11,804	Lin. ft. 3,970	3	None	Bridge over Quebrada Salada completed; several culverts under construction.
Caguaitas bridge to Arecibo.	30,495	Carlos de Erefio.....	{ 33,272.62	Jan. 15, 1900	May 31, 1900	33,272.62	27,500		6,500		3	3	
Arecibo to Utuado.....	46,000	Marix & Denton.....	{ 33,529.46 50,000.00	June 1, 1900 Dec. 16, 1899	Apr. 2, 1900	{ 10,645.89 33,529.46	36,400	16,570	5,900	2,000	12	4	
Utuado toward Adjuntas.	22,900	Rogue Paniagua.....	{ 33,938.10	Jan. 2, 1900	May 1, 1900	33,938.10	22,900	17,900	10,486	1,100	12	9	One concrete arch bridge, 55 feet clear span, with elliptical intrados completed at a cost of \$6,736.
Adjuntas to Ponce.....	20,941	.....do.....	{ 33,123.91 50,000.00	Jan. 17, 1900 May 17, 1900	May 16, 1900	{ 33,123.91 26,252.43	20,440	16,570	13,718	10,983	5	9	Parapet walls and bridge seats built on one set of abutments, parapets on one culvert.
Guayama to Arroyo....	21,000	Robertson, Prescott & Shoemaker.	{ 25,428.31	Dec. 27, 1899	.....	22,834.50	21,000	21,000	21,000	19,000	.....	6	
Toa Alta and Corozal.....	16,068	Andres G. Canton.....	30,000.00	Apr. 1, 1900	.....	13,083.83	16,068	15,057	4,250	4,250	.....	.....
Comerio northward.....	21,000	Martius Van Eps.....	70,000.00	Apr. 26, 1900	.....	10,100.94	.....	1,800	.....	.....	.....	.....
Caguas toward Humacao.	58,300	John B. Carter.....	100,000.00	Apr. 23, 1900	.....	12,777.33	12,000	.....	.....	.....	.....	.....
Humacao Playa toward Caguas.	71,550	.....do.....	125,000.00	Apr. 24, 1900	.....	13,125.29	12,000	.....	.....	.....	.....	.....
Mayaguez and Las Marias and Maricao.	47,700	Central Consolidated Co.	100,000.00	Apr. 29, 1900	.....	22,471.58	9,300	.....	.....	.....	.....	.....
Day labor, Aguadilla to Moca.	23,000	.....	13,594.62	.....	.....	5,200.43	5,249	3,937	5,249	3,937	.....	.....

* Three culverts under construction.

b One retaining wall built.

c 656 linear feet of retaining wall built.

[Inclosure 2.]

TABLE No. 1.—*Statement of disbursements made by Capt. W. V. Judson, Corps of Engineers, U. S. Army, Engineer Officer of Department of Porto Rico, during the fiscal year ending June 30, 1900, under an allotment of \$200,000 from appropriation "Emergency fund, War Department (act of March 3, 1899)."*

Designation as to locality of work, etc.	Approximate amounts allotted.	Expended to June 30, 1900.	Balance unexpended June 30, 1900.	Balance unexpended, consisting of—	
				Amount of retained percentage.	Amount available for earnings of contractors, superintendence, contingencies, and amount unallotted for new work.
Construction of public roads:					
Moca to San Sebastian	\$33,661.36	\$33,661.36	.....	.....	.....
Aguadilla to Moca	3,594.62	3,594.62	.....	.....	.....
Caguanitas Bridge to Arecibo ..	33,272.62	33,272.62	.....	.....	.....
Utua to Adjuntas	33,529.46	33,529.46	.....	.....	.....
Adjuntas to Utua	33,938.10	33,938.10	.....	.....	.....
Adjuntas to Ponce	33,123.91	33,123.91	.....	.....	.....
Guayama to Arroyo	25,428.31	20,847.28	\$4,581.03	\$1,987.22	\$2,593.81
Preparatory work	746.88	746.88	.....	.....	.....
Exchange on transfer of funds....	1,500.00	1,500.00	.....	.....	.....
Unallotted:					
For new work	1,204.74	.....	1,204.74	.....	1,204.74
Total	200,000.00	194,214.23	5,785.77	1,987.22	3,798.55

TABLE No. 2.—*Statement of disbursements made by Capt. W. V. Judson, Corps of Engineers, U. S. Army, Engineer Officer of Department of Porto Rico, during the fiscal year ending June 30, 1900, under allotments aggregating \$750,000 from appropriation "Refunding customs revenue collected from Porto Rico for the relief of its government and people (act of March 24, 1900)."*

Designation as to locality of work, etc.	Approximate amounts allotted.	Expended to June 30, 1900.	Balance unexpended June 30, 1900.	Balance unexpended, consisting of—	
				Amount of retained percentage and other outstanding liabilities.	Amount available for earnings of contractors, superintendence, contingencies, and amount unallotted for new work.
Construction of public roads:					
Between Moca and San Sebastian	\$45,000.00	\$5,097.18	\$39,902.82	\$482.22	\$39,420.60
Between Arecibo and Utua	30,000.00	9,648.33	20,351.67	997.56	19,354.11
Between Utua and Adjuntas	50,000.00	42,413.88	7,586.12	4,580.42	3,005.70
Between Ponce and Adjuntas	50,000.00	23,722.70	26,277.30	2,529.73	23,747.57
Between Toa Alta and Corozal	30,000.00	11,841.18	18,158.82	1,252.65	16,906.17
From Comerio northward	70,000.00	9,363.86	60,636.14	737.08	59,899.06
From Caguas toward Humacao	100,000.00	11,800.88	88,199.12	976.45	87,222.67
From Humacao Playa toward Caguas	125,000.00	12,152.48	112,847.52	972.81	111,874.71
From Mayaguez and Las Marias and Maricao	100,000.00	20,591.32	79,408.68	1,880.26	77,528.42
From Aguadilla to Moca	10,000.00	1,605.81	8,394.19	.....	8,394.19
Furnishing broken stone:					
Near Ponce	15,931.54	15,682.83	248.71	248.71	.....
At Lares and San Sebastian	17,351.18	17,351.18	.....	.....	.....
Unallotted:					
For new work	106,717.28	.....	106,717.28	.....	106,717.28
Total	750,000.00	181,271.63	568,728.37	14,657.89	554,070.48

[Inclosure 3.]

INSTRUCTIONS FOR ENGINEERS, 1900.

DEPARTMENT OF PORTO RICO,
UNITED STATES ENGINEER OFFICE,
San Juan, P. R., May 1, 1900.

The following instructions are published for the information and guidance of resident engineers upon road work under my charge.

Acknowledgment is made of certain matter herein from the very valuable publications of the Massachusetts highway commission.

W. V. JUDSON,
Captain, Corps of Engineers, Engineer Officer of the Department.

UNITED STATES ENGINEER OFFICE,
San Juan, P. R.

INSTRUCTIONS TO RESIDENT ENGINEERS.

I. *In general.*—During surveys and construction efforts should be made to reduce damages to lands and crops to a minimum. The best possible relations should be maintained between engineering parties and municipal authorities and private land holders.

II. *Surveys.*—1. Resident engineers shall have immediate charge of surveying parties, and are expected to see that their parties are all supplied with instruments, stationery, provisions, quarters, and all tools and outfit needed for the proper and vigorous prosecution of their work. They are responsible for the honesty and sobriety, the industry and competence of the men under their charge, and they must give personal attention to see that their transit men, levelers, and others fully understand their work and are conscientious in its performance. They must give special attention to see that all instruments are kept in adjustment, that all necessary checks upon the accuracy of the work are used, and that the books are accurately and neatly kept. They must see that their quarters are neat and orderly, and that the cook uses the provisions economically and serves the food neatly and cleanly. Resident engineers are responsible for all government property and must be able to produce all property, whether damaged or not, that is in their charge at any time when called upon to do so.

2. Preliminary surveys should be run quickly and made to approximate closely to the line which would be adopted on final location. All notes of preliminary surveys must be kept with as much care as those of final location.

3. On final location the maximum gradient to be used must not exceed 7 per cent, except under special instructions from this office, and the maximum radius of curves must not be less than 65 feet.

4. Resident engineers should give special personal attention to the determination of the necessary lengths of bridges and sizes of culverts, and they should keep a notebook in which are entered an estimate of the extent and a general description of the area drained by each water way, cross sections of streams at flood height, and other items of importance bearing upon the question of drainage. On account of excessive rainfall and the rapidity with which most streams rise in this country, these notes should be full and explicit. They should also give the local names of creeks and small streams, as well as the names of the rivers, and should refer to the number of the nearest survey stake in describing all water ways.

5. The notebooks used will be transit books, level books, rodman's book, memorandum book, and topography book. Following are shown specimens of the ruling of the transit books, level books, etc., with the headings which are to be used in all cases:

TRANSIT BOOK.

Station.	Points.	Description of curve.	Elements of curves.	Magnet course.	Calculated course.	Right-hand page, remarks and topography.
1008						
7						
6	○ + 60. P. T.					
5						
4	○ + 30.5 P. I.					
3			Ang. 9° 12'	N. 38° 20' W	N. 38° 15' W	
2			R = 2865.			
1			T = 230.5			
	P. C.	2.° LEFT.	L = 460.	N. 29° 08' W	N. 29° 10' W	
1000						

LEVEL BOOK.

Station.	+ Sight.	Height of instru- ment.	- Sight.	Elevation.	Benchs and T. P.	Right-hand page, description of bench and turn- ing points.
Bench	9.85	410.43	7.5	402.9	400.58	
1001			5.4	5.0		
2			3.9	6.5		
3			2.9	7.5		
4			2.6	7.8		
5			1.0	9.4		
+60	8.57	417.62	1.38		409.05	
Peg.						

6. In commencing a survey, if the beginning of a line is at a junction with a constructed road, full notes of the connection should be taken, and such measurements, names of buildings, or important landmarks as will give full and complete information to enable a draftsman to connect the notes of the proposed line with the notes and maps of the constructed line. In passing through towns or cities, full notes of the streets and connections must be taken to enable a draftsman to locate the course of the survey upon the town or city plat.

In commencing the level notes of a survey which starts from a connection with any constructed line of road, the resident engineer should, if possible, start from a bench mark of the constructed line, and run all notes of the survey to the datum of the bench from which he starts. If no such bench can be found, or if the survey does not start from a connection with any constructed road, a bench mark should be made with an assumed elevation equal to its height above sea level, as nearly as that height can be determined.

This bench should, if possible, be situated upon the foundation of some permanent building or structure, and its location should be fully described. In the course of the survey, bench marks should be established at the end of each 2,000 feet of the survey, and should be established upon the foundations of permanent buildings, upon large trees, or upon stout stakes driven not less than one foot in the ground, and standing not more than three (3) inches above the surface. The elevation of benches must be plainly marked with red chalk either upon the side of buildings, upon a "blazed" spot upon trees, or upon a stout guard stake driven a foot from the bench mark. All bench marks must be fully described in the level notes as they are established, and at the back of each level book a few blank pages should be left, upon which should be entered a list of the benches upon that part of the line covered by the book, and a table of the line of survey within the same limits.

7. The topography must be carefully taken at all important points and contour lines shown where the surface of the ground would be intersected by horizontal planes at every 10 feet of height where the surface is considerably broken or rolling. The topographer should make careful notations and measurements of all property lines, and the interpreter should get the names of all property owners, and help generally in the work.

Except on precipitous and impracticable ground, or where there is urgent need for speed, the P. C. and P. T. of every curve should be set from the point of intersection of the tangents which are to be joined by the curve.

In order, as far as possible, to prevent inaccuracy in the work of the level man, care must be taken that the rod is held in a vertical position at all times, and especially upon turning points and bench marks; and to guard against errors in keeping the notes, the rodman must carry a level book in which he records all + sights and - sights upon turning points and bench marks, and makes a full calculation for each height of instrument and elevation of turning point or bench, checking the same with the calculations of the level man.

8. All profiles of surveyed lines should be made on profile paper having a horizontal scale of 400 feet to 1 inch and a vertical scale of 20 feet to 1 inch (known as Plate A).

9. Profiles must show the surface line, the proposed grade line, the height above the datum of all points where the rate of ascent or descent changes, the rate per 100 feet and per mile of all gradients, the beginning, the end, and the rate of all curves or on preliminary surveys the angle points and the angles, length of bridges and dimensions of culverts, and notations of all proposed special work, such as changing channels of water courses, protection of embankment against action of water, etc.

Profiles must begin at the left-hand end of the sheet or roll of paper and run to the right; and the sheets or rolls must be of a uniform width, 10 inches. No profile will be considered complete until plainly marked near the left-hand upper corner with a

title showing the character of the survey, whether preliminary or final, the name of the road for which the survey is made, the opening and closing station numbers, the proposed beginning and ending points of the surveys, and the name of the resident engineer, who must see that this title is marked in ink upon all profiles sent from his office or quarters.

10. Upon the final completion of any located line of survey the resident engineer must send in to the division engineer the original transit, level, topography, and memorandum books of the survey. These books must be neat and plain, and if they contain any notes of abandoned surveys, these notes must be indicated by two red-ink lines drawn diagonally across the page and intersecting. The books can be marked on the outside of the covers with the title in ink, in the following form:

"— book No. — of — survey for the — road, from — station to — station. Name (transitman, leveler, or topographer). —, resident engineer."

III. *Cement testing.*—Cement should be sampled by taking a small amount, 1 pound, from each twentieth barrel for well-known brands, and from each tenth barrel for new brand.

Each sample should be kept separate by inclosing in an ordinary grocer's paper bag.

These can be all put together in one package for transmission.

The smallest amount that should be sent for one set of tests, to be of much value, is 5 pounds, and for important and exposed work, where it is desirable to have constant volume and accelerated tests, 7 to 8 pounds are required.

Samples (and tests) should represent a certain definite lot and number of barrels.

Cement should be sampled as soon as received on the work, and samples immediately transmitted to the division engineer with the following data:

1. Name of brand and trade-mark.
2. Date received on work.
3. Date sampled.
4. Number of barrels in lot received on work.
5. Number of barrels represented by samples.
6. Class of work for which cement is intended.

It is realized that the exigencies of this emergency work may give rise to occasions when cement must be used without testing, but only cement known to be good shall be used for important parts of the work—as arch rings.

IV. *Construction.*—1. Resident engineers will have charge of all construction work on their residences, and of all labor performed, including bridge and culvert masonry. They should have the line cross-sectioned, if possible, before the arrival of the contractors or other forces to begin the work of construction. They must give personal attention to their assistants in regard to keeping cross-section measurements and notes, and must from time to time take notice to see that the work is properly done and the notes carefully kept. They must see that they have a correct profile of their division, showing grade lines, curves, bridge and culvert notes, and notes of all special work, such as changes of water-course channels, riprap of banks, location of their road crossings, etc., and must see that all such notes are scrupulously observed and the work done accordingly.

The form of cross-section book used will be that supplied by this office.

2. When the rate of ascent or descent changes, the gradient lines must be connected by vertical curves calculated by the following rule: From the vertex of intersection of two gradient lines, the distance to the corresponding point on the vertical curve is one-half the amount of divergence of the gradient lines at 50 feet from the intersection—in other words, one-half the algebraic difference of the two rates per 50 feet of ascent or descent; ascent being positive, and descent negative. At 50 feet on either side of the vertex, the distance from the gradient line to the curve should be one-eighth of the amount of divergence or algebraic difference as above, and at 100 feet on either side the gradient lines and the vertical curve are tangent.

The above rules should not be used when the amount of divergence of the gradient lines is more than 4 feet per 100, but in such cases an intermediate gradient line should be introduced not less than 200 feet in length, so as to allow the application of the rule.

3. Upon the completion of the work upon any residency, the resident engineer must as soon as possible complete and send to the division engineer a corrected profile of the section, showing all information required (see Article IV, paragraph 1) accurately, in accordance with the actual construction. He must also send in neat copies of the construction books in which all notes and quantities are entered in ink. Following the cross-section notes of each mile of the line there must appear the notes of all masonry, riprap, road crossing, and all other work which has been done upon the

section. Following these notes there must be a general summation of the quantities of different classes of work which appear in these notes; and following this, a statement of the final estimate for the section.

4. The resident engineer must see that each book has its title written in ink on the outside, in the following form:

"Construction book of section ——— to section ——— of ——— road, from station ——— to station ———, resident engineer."

5. Resident engineers must give very thorough and careful personal attention to all details of the work of construction, so as to be fully posted upon all points, such as classification of material, etc. They must see that all work has been in accordance with specifications or instructions, and must be diligent to save expense in all ways that are consistent with good principles of engineering.

6. Cross-section measurements must be taken with care so as to furnish an accurate basis for the calculation of quantities, and all notes of such measurements must be entered and kept in the construction book, according to the form shown above.

In cross-section notes, the sign + indicates excavation, and the sign — indicates embankments. Grade points, or those where there are neither excavation nor embankments, are indicated by figures 0.0. All notes of the depth of cutting or filling, except at the center line, must have the distance from the center line at which the observation is taken marked above the figures which show the depth.

In the absence of special instructions, the basis of roadbed and the slopes of cuttings and embankments will be according to the standard plans of the department furnished each resident engineer.

7. If, as any excavation progresses, the character of the material changes so as to require a different base or slope, the resident engineer must recross-section the work without delay, and take such measurements as will enable him to calculate accurately the amount of material already taken out.

8. In passing from excavation and embankments, or the reverse, there must always be three cross sections taken, showing the "grade points" on each side and at the center. "Grade points" at the side should always be at a distance from the center equal to the main width of the roadbed.

9. Resident engineers when making cross-section measurements must carefully anchor the beginning and ending of all curves and points of compound curves and also all turning points used by the transitman on straight lines by setting substantial reference points in locations where their slope will not be disturbed during the work of construction. Reference points are preferred which do not depend upon measurements for determining the point witnessed, but find the point by the intersection of any lines which should be, as nearly as practicable, at right angles with each other.

10. All extra work, such as ditches, dikes, road crossings, changes of channels, etc., must be cross sectioned as carefully as the main roadbed and the notes carefully kept.

Careful attention must be paid to the notes on the profile requiring special work, such as dikes, ditches, road crossings, etc., so as to arrange for the most economical provisions for such work.

11. In case earth for making embankments is taken from borrow pits alongside, berms of the following widths must be left between the slope stakes and the edge of the borrow pits: For banks under 6 feet in height, berms 3 feet wide; for banks over 6 feet in height, berms 5 feet wide; and the side of the borrow pit next to the berme must have a slope the same as that required for excavations in material of corresponding character.

When earth from cuttings is wasted alongside, the edge of the waste bank must not be nearer than 10 feet from the edge of the cutting. The above instructions are important and must be strictly observed.

12. Proper allowance must be made for shrinkage, according to the character of the material of the embankment and the method of making it, especially in the case of wheelbarrow work.

13. Before any portion of the roadbed is completed or metaled the resident engineer must set center grade stakes to guide the contractors in finishing. Grade stakes must be set on either side of the center stakes at a distance equal to one-half of the roadbed. They must be driven so that their tops will be at the proper elevation of the surface of the roadbed, and the tops should be chalked with red.

14. During the progress of the work of construction upon any residency the resident engineer must go frequently along the line to see that all work is being faithfully and honestly performed in accordance with the specifications. He must take such notes as will enable him to make a correct classification of material taken from excavations in accordance with specifications. He must see that the contractors do not make borrow pits or other excavations at places where it would cause injury or danger of injury to the roadbed. He must also be careful to see that all borrow pits have a proper outlet, provided so as to be drained thoroughly.

15. As fast as they may find it consistent with careful progress of the work of construction resident engineers must calculate quantities of earthwork material from their cross-section notes. Calculations should be completed before the grading of the road.

16. Special attention must be paid to all masonry work to see that it is done strictly in accordance with plans and specifications. Great care must be used in laying out the work, and contractors must not be allowed to commence the erection of any structure until the foundation has been examined and approved by the resident engineer, or division engineer, if necessary.

Engineers are warned against taking any risks by building on unsatisfactory foundations. If the foundation is not known to be safe, the masons must not be allowed to begin work on piers, abutments, or walls.

17. The resident engineer must pay special attention to the work of metaling the roadbed. He must see that the broken stone is of proper size and depth as called for in the specifications; that the courses are properly and sufficiently rolled, and that the screenings are properly distributed over the surface so as to give an even roadbed. He should also be careful to ascertain that the stone used for metaling is of good quality for that purpose.

18. For culverts, etc., the typical plans furnished may be followed, or they may be modified by the resident engineer to suit the circumstances of particular cases. Materials should be varied, in accordance with contract prices, with a view of economy. All parts of culverts, except the arch proper, may be built of third-class masonry, for example.

If the cement is uncertain, and the interests of the United States would be injured by delay, the arch rings should be increased in thickness, or even built of brick or masonry of suitable thickness.

Unless typical plans are followed, the division engineer must be furnished with a copy of plan of any structure.

The plans for long-span masonry arches and for piers and abutments for important steel bridges will be made in this office, and to that end the necessary data should be sent in by resident engineers, such data including profiles (longitudinal and transverse), critical stages of water surface, character of soil available for foundations, etc. Borings must be taken when necessary.

19. In embankments the earth fill will first be brought to the grade of the finished road. Just before the first course of broken stone is laid the "box" will be excavated, and the contractor will be duly paid for such excavation.

The specifications under which this work is being done require that the broken stone shall be measured before "placing." It will probably be most convenient to measure the stone after it is in the "box," but before it is technically "placed" by being rolled.

It is suggested that a template be used to test the proper shaping of the "box" and the subsequent thickness of the macadam.

Except where the roadbed is very sandy or of sticky mud or clay, 6 inches of macadam, after rolling, is sufficient. Economy may be effected in this way, with the consent of the contractor.

20. The roller should be loaded to at least 3 tons. The diameter should be at least 4 feet.

Any depressions in the subgrade should be filled with the same material until the surface is true and even.

After spreading the first course of broken stone, rolling should begin at the side and continue until the stone ceases to "wave" in front of the wheels and it seems firm under foot as it is walked over; then on the other side and in the same manner, working toward the center until all the stone is rolled. Each layer of stone should be rolled in the same manner.

If the road shows a wavy motion after passing the roller over it three, four, or more times, it may indicate too much moisture in the subgrade. If, on examination, this should be found to be true, rolling should be stopped at this point and moved ahead, to allow the subgrade to dry out.

With some coarse, hard granite rocks it has been noted that after the roller passes over them a few times they begin to "crawl" and the sharp edges break off. A light sprinkling of sand or stone screenings or water may prevent this. One after another of these means should be tried until the work progresses satisfactorily. It may not be possible to prevent the stone from shaking as it is walked over, but the rolling should continue until the fragments of stone adjacent to where the foot passes do not move. Most of the rolling must be done before the screenings are spread. After spreading the screenings it should be watered and rolled until the mud flushes to the surface. If teams are allowed to pass over the road, it will be impossible to prevent the stone from kicking out. Watch should be kept, and in a few days the roller should be passed once or twice over the road, after watering, until the loose stones are pressed down out of sight.

Before spreading any broken stone great care must be taken to have the subgrade carefully shaped and thoroughly compacted.

All shoulders must be shaped and left sufficiently high to roll to the proper grade before any broken stone is spread on the road.

In the case of heavy fills the roller must not be run to the edge of the shoulders, unless the fill has had time to settle. This kind of work must be conducted slowly.

Excepting where it may be needed to compact hard granite rocks, as before referred to, water will be used only on the top or binder course.

This binder course should be wet thoroughly before rolling, but not to the extent of saturating the foundation. Better results will be obtained and the screenings prevented from being picked up by the wheels of the roller if the water is applied and allowed to settle down below the top surface before passing the roller over it. Too much water or too little will give trouble by causing the surface to be picked up.

The contractor must not be allowed under any conditions to roll the screenings while dry.

Teams must not be allowed under any conditions to pass over the road after the screenings are spread and before they are rolled.

Earth or clay must never be used as a binder. Sand is less objectionable and may be used sparingly to supplement slight insufficiencies in supply of screenings.

In case of a deficiency in the water supply the screenings may be spread and allowed to await a rain before rolling; but in such cases the road ought not to be closed to travel, and the rolling must be begun as soon as the road is wet and continue until the section covered with screenings is thoroughly compacted. In such cases it may be necessary to operate the roller day and night, and resident engineers must insist on this being done.

V. *Right of way*.—1. The standard right of way adopted is 40 feet. This will be varied where the character of the work or right-of-way difficulties may demand.

2. Right of way is obtained as follows:

First. By general consent of land owners in writing, usually obtained by the alcalde.

Second. By informal consent in writing, obtained by the resident engineer.

Third. By negotiations and purchase. In this negotiation the resident engineer will represent the island of Porto Rico.

Fourth. By condemnation proceedings.

3. Where general consent has been obtained by municipal authorities, resident engineers have been so informed.

4. Where informal consent is obtained by the resident engineer, the landowner will be required to sign a paper in the following form:

"I, _____, the owner of the _____ known as _____, do hereby cede to the island of Porto Rico the land necessary for a public road through my property aforesaid."

To the above may be added a clause, if the owner insists, such as the following:

"But I reserve the right to collect damages from the island of Porto Rico for all crops and other property destroyed."

5. Resident engineers will at all times note damages inflicted to crops and other property, and, where the owner so demands, shall send to this office a certificate in the following form:

"I, _____, resident engineer, supervising the construction of public road between _____ and _____, P. R., do certify that in the survey and construction of said road there was destroyed the following property belonging to _____, on his plantation called _____.

"Property destroyed: _____ Value: _____."

6. In case the land is obtained by negotiation and purchase, the following form will be filled out by the owner and resident engineer:

"I hereby agree to the cession of the land necessary for the public road under construction between _____ and _____, and to accept in full for same, and for all other damages whatsoever, the sum of _____. I certify that I am the owner of the _____ known as _____, and that said road will deprive me of about _____ square yards of land and otherwise damage me as follows:

"_____
"_____.

"_____, Owner.

"I certify that above statement is correct as to land needed and damages inflicted, or to be inflicted, and that the valuation set is a fair one.

_____, Resident Engineer."

7. When land can not be obtained as above, condemnation proceedings must be resorted to.

Pending completion of condemnation proceedings, the land may be taken in

accordance with G. O., No. 90, April 28, but the necessary steps in condemnation proceedings should be taken as soon as possible.

The condemnation proceedings are prescribed in G. O., No. 56, March 13, 1900, and the resident engineer must send in the necessary data therefor.

If not already supplied, then the resident engineer should immediately secure from this office copies of General Orders 56 and 90, of 1900.

8. For record purposes, it has been directed by higher authorities that maps be prepared showing the alignment and width of all roads built on new location. These maps should show the lines of all intersecting and abutting property, the owners' names being indicated. All conveyances of right of way should be sent to this office, as copies of the same must be attached to maps above mentioned. These maps should be sent in from time to time as portions of a section are completed.

VI. *Reports.*—Resident engineers will make written report to the division engineer every Saturday night of the progress of their surveys and construction during the week last past, accompanying the same with maps and profiles of the lines surveyed since the previous report, and of such trial lines as are considered of sufficient value to justify consideration.

At the same time a force account will be sent in, showing the number of men, etc., employed during the week.

Any disposition on the part of the contractors to slight their work, either in quality or quantity, should be reported at once, as well as other items of interest.

[Inclosure 4.]

ADVERTISEMENT.

UNITED STATES ENGINEER OFFICE,
SAN JUAN, P. R.

Sealed proposals for the building, completion, or reconstruction of sections of public roads at various localities in the island of Porto Rico will be received at this office until noon ——— and then publicly opened. It is estimated that the cost of the proposed works will reach \$——.

Specifications, blank forms, and all available information will be furnished on application to this office.

W. V. JUDSON,
Captain, Corps of Engineers, Engineer Officer of the Department.

SPECIFICATIONS—GENERAL INSTRUCTIONS TO BIDDERS.

1. Maps of the localities may be seen at this office. Bidders or their authorized agents are expected to visit the place and to make their own estimates of facilities and difficulties attending the execution of the work, including the uncertainty of weather and all other contingencies.

2. No proposal will be considered unless accompanied by a guaranty, which should be in manner and form as directed in these instructions.

3. All bids and guaranties must be made in duplicate, upon printed forms to be obtained at this office. One copy of the guaranty, if given with an individual or individuals as surety, must have an internal-revenue stamp or stamps of the value of 50 cents affixed; if given with a guaranty company as surety, it must have, in addition to the 50-cent stamp, a stamp or stamps denoting one-half of 1 cent on each dollar, or fractional part thereof, paid by the principal obligor as a premium, and the amount of said premium must be certified to by the guaranty company. A separate bid must be made for each section of road bid upon.

4. The guaranty attached to each copy of the bid submitted must be signed by an authorized surety company, or by two responsible guarantors, to be certified as good and sufficient guarantors by a judge or clerk of a United States court, United States district attorney, United States commissioner, or judge or clerk of a State or Porto Rican court of record, with the seal of said court attached.

5. A firm as such will not be accepted as surety, nor a partner for a copartner or firm of which he is a member. Stockholders who are not officers of a corporation may be accepted as sureties for such corporation. Sureties, if individuals, must be citizens of the United States or Porto Rico.

6. When the principal, a guarantor, or a surety is an individual, his signature to a guaranty or bond shall have affixed to it an adhesive seal. Corporate seals will be affixed by corporations, whether principals or sureties. All signatures to proposals, guaranties, contracts, and bonds should be written out in full, and each signature to guaranties, contracts, and bonds should be attested by at least one witness, and, when practicable, by a separate witness to each signature.

7. Each guarantor will justify in the sum of \$1,000. The liability of the guaran-

tors and bidder is determined by the act of March 3, 1883 (22 Statutes, 487, chap. 120), and is expressed in the guaranty attached to the bid.

8. A proposal by a person who affixes to his signature the word "president," "secretary," "agent," or other designation, without disclosing his principal, is the proposal of the individual. That by a corporation should be signed with the name of the corporation, followed by the signature of the president, secretary, or other person authorized to bind it in the matter, who should file evidence of his authority to do so. That by a firm should be signed with the firm name, either by a member thereof or by its agent, giving the names of all members of the firm. Anyone signing the proposal as the agent of another or others must file with it legal evidence of his authority to do so.

9. The place of residence of every bidder, and post-office address, must be given after his signature.

10. All prices must be written as well as expressed in figures.

11. One copy each of the advertisement, the instructions for bidders, and the specifications, all of which can be obtained at this office on application by mail or in person, must be securely attached to each copy of the proposal and be considered as comprising a part of it.

12. Proposals must be prepared without assistance from any person employed in or belonging to the military service of the United States, or employed under this office.

13. No bidder will be informed, directly or indirectly, of the name of any person intending to bid or not to bid, or to whom information in respect to proposals may have been given.

14. All blank spaces in the proposal and bond must be filled in, and no change shall be made in the phraseology of the proposal, or addition to the items mentioned therein. Any conditions, limitations, or provisos attached to proposals will be liable to render them informal and cause their rejection.

15. Alterations by erasure or interlineation must be explained or noted in the proposal over the signature of the bidder.

16. If a bidder wishes to withdraw his proposal he may do so before the time fixed for the opening, without prejudice to himself, by communicating his purpose in writing to the officer who holds it, and, when reached, it shall be handed to him or his authorized agent unread.

17. Reasonable grounds for supposing that any bidder is interested in more than one bid for the same item will cause the rejection of all bids in which he is interested.

18. No bid received after the time set for opening of proposals will be considered.

19. The proposals must be placed in a sealed envelope marked "Proposals for construction of public road in the island of Porto Rico, to be opened ———, 1900," and inclosed in another sealed envelope addressed to Capt. W. V. Judson, Corps of Engineers, San Juan, P. R., but otherwise unmarked. It is suggested that the inner envelope be sealed with sealing wax.

20. The United States reserves the right to reject any and all bids, and to waive any informality in the bids received; also to disregard the bid of any failing bidder or contractor known as such to the engineer officer.

21. The bidder to whom award is made will be required to enter into written contract with the United States, with good and approved security, in an amount of one-fifth of the amount of the allotment for the work awarded to him, within ten days after being notified of the acceptance of his proposal. One copy of the bond accompanying the contract must have internal-revenue stamps affixed in the same way, to the same value, and with a certificate of premium charged, as explained in paragraph 3 above.

22. The contract which the bidder promises to enter into shall be, in its general provisions, in the form adopted and in use by the Engineer Department of the Army, blank forms of which can be inspected at this office, and will be furnished, if desired, to parties proposing to put in bids. Parties making bids are to be understood as accepting the terms and conditions contained in such form of contract.

23. The sureties, if individuals, are to make and subscribe affidavits of justification on the back of the bond to the contract, and they must justify in amounts which shall aggregate double the amount of the penal sum named in the bond.

24. Bidders are invited to be present at the opening of the bids. Immediately prior to the opening of the bids there will be announced the weight to be attached to each item in the proposals for the purpose of canvassing the bids.

GENERAL CONDITIONS.

25. A copy of this advertisement, specifications, and instructions will be attached to the contract and form a part of it.

26. The contractor should, within ten days from the award of the contract, furnish the office with the post-office address to which communications should be sent.

27. Transfers of contracts, or of interest in contracts, are prohibited by law.

28. The contractor will not be allowed to take advantage of any error or omission in these specifications, as full instructions will always be given should such error or omission be discovered.

29. The decision of the engineer officer in charge as to quality and quantity shall be final.

30. Payments will be made monthly. A percentage of 10 per cent will be reserved from each payment until the completion of the contract.

31. Should the time for the completion of the contract be extended, all expenses for inspection and superintendence during the period of the extension, the same to be determined by the engineer officer in charge, shall be deducted from payments due or to become due the contractors: *Provided, however,* That if the party of the first part shall, in the exercise of his discretion, because of local or State quarantine restrictions, freshets, or other force or violence of the elements, allow the contractor additional time in writing, as provided for in the form of contract, there shall be no deduction for the expenses for inspection and superintendence for such additional time so allowed: *Provided further,* That nothing in these specifications shall affect the power of the party of the first part to annul the contract, as provided for in the form of contract adopted and in use by the Engineer Department of the Army.

32. The contractor will be required to hold the United States harmless against all claims for the use of any patented article, process, or appliance in connection with the contract herein contemplated.

SPECIAL CONDITIONS.

33. *The work.*—The work will consist of the grading, masonry, and all other work required, except the metallic spans of bridges, for the thorough and workmanlike construction or completion, in accordance with plans to be furnished by the engineer officer in charge and in the order prescribed by him, of a portion of the public road in the island of Porto Rico, or such part of said work as the engineer officer in charge may direct.

34. *Extent of work and rate of progress.*—The amount allotted for this work, including the office expenses, surveys, and contingencies, is \$——. Work shall be begun within twenty days after the approval of the contract. But in case any contract shall be awarded a party or parties now executing work under contract with the United States or the island of Porto Rico, on the same or an adjacent section of road, the time of beginning work will be determined by the engineer officer in charge, as in his judgment the public interest may demand. From and after thirty days from the time of commencing the work it shall be advanced at such a rate that the contractor shall earn, inclusive of his 10 per cent. retained, at least \$—— per month. The work to be done under these specifications shall be regarded as completed when the amount earned by the contractor, together with the office and field expenses, shall approximately equal the sum allotted for this work, or when the section of road above described has been completed.

35. *Alignment, grade, etc.*—The center of the road shall strictly conform to the center stakes set by the engineer. The roadway shall be graded in accordance with plans to be furnished by the engineer, who shall in every case decide upon the slopes.

36. *Alterations.*—The United States shall have the right to make any alterations that may be hereafter determined upon as necessary or desirable in the location, line, grade, plan, form, or dimensions of any portion of the work, either before or after commencement; and in case such alterations increase the quantities, the contractors shall be paid for such excess at the contract rates herein specified; but should such alterations diminish the quantity or extent of the work to be done, it shall not, under any circumstances, be construed as constituting, and shall not constitute, a claim for damages, nor shall any claim be made on account of anticipated profits on the work that may be altered or dispensed with.

37. *Extra work.*—No claim for extra work shall under any circumstances be allowed or considered unless the same shall have been done in pursuance of an order given in writing by the engineer officer in charge, but nothing shall be deemed or construed as extra work which can be measured and estimated under the terms of this contract.

38. *Delays.*—Nothing herein contained shall be construed into a liability for damages, and in no event shall the contractor claim or have a right to extra compensation or price for damage arising from any suspension or delay in the prosecution of said work from any cause whatever, it being, however, understood and agreed, that the contractor shall have such extension of time for the completion of the work embraced in this contract, as shall be determined by the engineer officer in charge and approved by the general commanding, Department of Porto Rico, as equal to

the amount of delays caused by acts or omissions of the United States, or on account of failure to secure right of way, or for any other reasons not within the control of the contractor, provided he shall give the engineer officer in charge notice in writing of the existence and cause of hindrance, detention, or delay, within five days after the same shall first occur.

39. *Good order.*—Strict discipline, good order, and decorum among his employees shall at all times be enforced by the contractor, both while on and off the line of work, and any employee of the contractor who shall appear to be incompetent, disorderly, or intemperate, or in any other way disqualified for the work intrusted to him shall be discharged immediately on the request of the engineer, and he shall not again be employed on the work without the written consent of the engineer officer in charge.

40. *Measurements.*—The rates and prices stipulated in the contract must be understood to cover every contingency, the furnishing of all labor, material, power, and plant, the cost of clearing and grubbing, finishing up excavations and embankments, the dressing and draining of borrow pits, the dressing of slopes to the required angle, the rolling of roadbed and macadam, the placing of all timber, plank, piles, ironwork, concrete, masonry, foundations, and road metal, and the completion of all and every character and portion of the work in a creditable and workmanlike manner in accordance with the directions and to the satisfaction of the engineer.

41. *Materials.*—All materials furnished and used under these specifications must be of the best quality of their respective kinds, free from any and all defects which in the opinion of the engineer may render them unsuitable for use, and only the material actually placed and left in the work shall be paid for, the contractor losing all wastage or cut-offs of timber, piling, and other materials.

42. *Protection of persons and property.*—The contractor shall, during the progress of the work, use all proper precaution, by good and sufficient barriers, guards, temporary bridges, suitable and sufficient lights by night, etc., and he shall indemnify and save harmless the United States and Porto Rico against and from all suits and actions and all costs and damages they may be put to by reason of any injury or alleged injury to the person or property of another through failure of the contractor to observe the precautions above mentioned.

43. *Defective work.*—Any defective work that may be discovered by the engineer before final payment shall have been made shall be removed and replaced by work and materials which shall conform to the spirit of these specifications.

44. *Final acceptance.*—The monthly payments shall not constitute an acceptance of the work. All loss and damage arising out of the nature of the work to be done under these specifications, or from any unforeseen obstructions or difficulties, or from the action of the elements, or from incumbrances on the line of the work shall be sustained by the contractor. The payment of the final estimate and the retained percentage as well shall constitute the only valid acceptance of all or any portion of the work.

45. *Engineer.*—The word "engineer" as used herein shall be held to mean the inspector or resident engineer in immediate charge of the work or his technical superior.

EXCAVATION.

46. *Classification.*—Materials for excavation or fill shall be classified as earth, loose rock, solid rock, or excavation in water. Such materials shall be excavated and deposited in such manner and such places as the engineer may direct and shall be paid for as excavation only.

Earth shall include everything except solid and loose rock.

Loose rock shall include all boulders and detached masses of rock measuring over 1 cubic foot in bulk and less than 1 cubic yard; also rotten granite, chalk, sandstone, and all other materials of a rock nature (except solid rock) which may, in the opinion of the engineer, be best removed by blasting.

Solid rock shall include all rock found in ledges or masses of more than 1 cubic yard which in the judgment of the engineer can only be removed by blasting.

The contract price for earth, loose rock, or solid rock shall apply to pits required for foundations of masonry when water is not encountered. The price for excavation in water shall only apply to foundation pits under water and the deepening of channels in running water; it must cover all classes of material and include drainage, bailing, pumping, and all materials and labor connected with such excavations; also the necessary dressing of the rock. All material from excavations shall be deposited according to the direction of the engineer, without extra charge if hauled within 1,000 feet of the excavation.

47. *Borrow pits.*—Borrow pits shall be cross sectioned where the engineer may deem necessary, from which material shall be taken out as the engineer may direct.

MACADAM.

48. All broken stone used shall be laid in layers or courses. The bottom course shall consist of stones from $1\frac{1}{4}$ inches to $2\frac{1}{2}$ inches in their greatest dimensions; the upper course, of stone from one-half inch to $1\frac{1}{4}$ inches in their greatest dimensions. At the option of the engineer officer in charge the top course may be extended beyond the bottom course at the sides.

The bottom course shall generally be 5 inches deep after rolling and the top course 3 inches deep after rolling, but if directed by the engineer officer in charge the depths of these courses shall be varied and one course may be omitted.

Each course of broken stone shall be rolled separately and evened up with stones of the same sizes as have been used in that particular course.

After the two courses above described are thoroughly compacted screenings of the same kind of stone as previously used shall be laid on, watered, and rolled until compacted to grade so that no material can be picked up after rolling. The screenings so used shall not be larger than will pass through a half-inch mesh. Care must be taken to lay on just enough of the screenings to cover the large stone. Where especially authorized by the engineer officer in charge, other material than that mentioned may be used as a binder, but generally such authority will be given only when the stone is hand broken.

All rolling of the stone shall be done by a roller of such weight and dimensions as shall be approved by the engineer, but no roller shall be less than 4 feet in diameter or weigh less than 100 pounds to the running inch.

The various courses of the broken stone shall be rolled to the satisfaction of the engineer officer in charge. When deemed necessary by the engineer, rollers shall be operated by night as well as by day.

The material for the broken stone and screenings shall be of local stone approved by the engineer officer in charge.

Such portions of the roadway as the engineer may direct shall be rolled before the macadam is put on.

Broken stone and screenings shall be measured before rolling, but no allowance will be made for stone until the same is satisfactorily rolled, the cost of the rolling being included in the price of the stone. Where rock from excavation is used as macadam or for masonry, it shall be paid for only once, and as macadam or masonry.

When under special authority, as above described, other material than the screenings are used as binder, the latter shall be paid for at the rate of 60 cents per cubic yard only.

MASONRY.

49. *In general.*—All stone used for the different classes of masonry must be furnished from the best quarries in the vicinity, subject to the approval of the engineer, and the several classes of masonry shall be of the following descriptions:

50. *First-class masonry.*—First-class masonry shall consist of rock-faced ashlar work laid in regular horizontal courses, having parallel beds and vertical joints of not less than 10 nor more than 30 inches in thickness, the courses decreasing regularly in thickness from the bottom to the top of the walls.

Stretchers shall not be less than $2\frac{1}{2}$ feet nor more than 6 feet in length, and not less than $1\frac{1}{2}$ feet in width nor less in width than $1\frac{1}{4}$ times their depth.

Headers shall not be less than $3\frac{1}{2}$ feet nor more than $4\frac{1}{2}$ feet in length where the thickness of the wall will admit of the same, and not less than $1\frac{1}{2}$ feet in width nor less in width than they are in depth of course; a suitable number of through stones shall be used where thickness of wall admits. The beds and sides of the stone shall be cut before being placed on the work, so as to form joints not exceeding one-half inch in width; every stone must be laid on its natural bed, and all stones must have their beds well dressed, parallel and true to the proper line, and made always as large as the stone will admit of. The vertical joints of the face must be not less than 8 inches in from the face and as much more as the stone will admit of. All corners and batir lines to be run with a neat "chisel draft" of $1\frac{1}{2}$ inches on each edge, and the projections of the "rock face" must not exceed 4 inches beyond the "face" or "draft lines" of the masonry. The masonry shall consist of "headers" and "stretchers" alternating, so that at least one-fourth of it shall consist of "headers" either extending entirely through the wall or overlapping in length from front and back so as to form a thorough bond through the wall, and every header shall be immediately over a stretcher of the underlying course. The stones of each course shall be so arranged as to form a proper bond with the stones of the underlying course, and a bond of less than 1 foot will in no case be allowed. The whole of the masonry

must be laid flush in good cement mortar, the character of which is to be subject to the approval of the engineer, and each course shall be thoroughly grouted before the succeeding course is laid, and no hammering on the wall will be allowed after the course is set. If any inequalities occur they must be carefully pointed off. The backing shall be of good-sized, well-shaped stones, laid so as to break joints and thoroughly bond the work in all directions, and leave no spaces between them over 6 inches wide, which spaces shall be filled with small stone and spalls well grouted.

All foundation courses must be laid with selected large, flat stones not less than 12 inches in thickness nor of less superficial area than 18 square feet.

All "bridge seats" and tops of walls shall be finished with a coping course of such dimensions and projection as the engineer may direct, dressed and cut to a true surface on top and front edges in conformity with diagrams for same which the engineer will furnish.

51. *Second-class masonry*.—Second-class masonry shall consist of broken range rubble work of superior quality laid with horizontal beds and vertical joints on the face, with no stone less than 18 inches in thickness, unless otherwise directed by the engineer, to be well bonded and leveled as well as can be without "hammer dressing," and laid in good cement mortar. At least one-fourth of the stones in the face must be headers evenly distributed through the wall; no mortar joint to exceed three-fourths of an inch in thickness. The back of the wall shall have good beds, joints, and bonds, as well as stone of good quality and size. All corners and quoins to have hammer-dressed beds and joints; all corners and batir lines to be run with an inch and one-half chisel draft. Bridge seats and tops of walls to be coped in same manner as specified for first-class masonry. Stones in foundation courses shall not be less than 12 inches in thickness and contain not less than 12 square feet of surface.

52. *Third-class masonry*.—Third-class masonry shall consist of good substantial "rubble work" laid in cement mortar; all stones to be perfectly sound, laid on their natural beds, and sufficiently large to make good, well-bonded strong work, and to be laid in the most substantial manner and with as much neatness as this class of work admits of. The stones in the foundation must not be less than 10 inches in thickness, and shall contain not less than 10 square feet of surface, and each be firmly, carefully, and solidly laid.

53. *Box culverts*.—Box-culvert masonry shall be good rubble masonry neatly laid up with square-shaped stones of a size and quality approved by the engineer. For 3 feet from the ends and also the parapet walls the work will be laid in good cement mortar. When entire culvert is ordered laid in cement it will be classified as third-class masonry, and must conform to specifications for same. All classes of masonry laid in cement must be neatly pointed with cement mortar, finely tempered.

54. *Retaining wall*.—Retaining wall laid in mortar shall be classified as second or third class masonry, as may be ordered in each particular case by the engineer.

55. *Slope wall*.—Slope wall shall be of such thickness and slope as directed by the engineer, and laid up dry. The stones must reach entirely through the wall and be not less than 4 inches thick, 12 inches long, laid with close joints, and as free as possible from spalls. The foundations must be prepared as directed by the engineer.

56. *Riprap*.—When required, the contractor shall protect embankments by a facing of riprap to be laid by hand and be of such thickness and slope and of such ordinary stone as the engineer may direct, and the price for riprap shall include the sloping of the bank to receive it.

57. *Stone paving*.—Stone paving for culverts and other water courses will be made by setting stone on edge from 8 to 15 inches in depth, laid either dry or grouted, as directed by the engineer.

58. *Brick masonry*.—Brick masonry must be laid of the best quality of brick, in cement mortar, subject to the approval and laid under the direction of the engineer.

59. *Concrete*.—Concrete shall be composed of fragments of sound acceptable stone broken to a size that will pass through a 2-inch ring in any direction, thoroughly clean, and mixed in accordance with the engineer's directions, in the proportion of one part packed of best Portland cement, three parts of sharp, clean, sand, and five of broken stone, except in cases hereafter specified, and in special cases, as directed by the engineer, where, without extra charge, the proportions shall be varied or the stone reduced in size.

Concrete for arch rings, copings, etc., shall be composed of clean, hard, broken stone that will pass through a 1½-inch ring in any direction; clean, sharp sand and best Portland cement, mixed in the proportion of one part of packed cement to two parts sand and four of broken stone. The sand and cement must first be thoroughly mixed dry and the stone, having been previously wetted, shall be evenly spread over the dry cement and sand mixture. The whole mass shall then be turned over, with the addition of water, until thoroughly mixed and until each stone is covered with

mortar. No more water shall be used than the concrete will bear without quaking in ramming. It shall then be immediately deposited in place in layers 6 inches thick, and thoroughly rammed until the mortar flushes to the surface.

All exposed surfaces shall have a 1-inch thickness of mortar, made of one part packed cement to two parts of sand, deposited at the same time as the concrete, and in contact with it, so that the finished work will be monolithic. Plastering or pointing after the forms or lagging are removed will generally not be allowed, but for arch faces, coping, and parapets the surfaces shall be brought to a good finish by rubbing with a float and cement grout. Good, clean, irregularly shaped gravel may be substituted for broken stone if deemed suitable by the engineer and if prepared and used as the engineer may direct.

The lagging and forms for the exposed parts of the structure shall be brought to a good surface by plastering them with a lime or clay plaster.

The centering and false work for arch rings must be carefully built, great care being taken to obtain a foundation practically unyielding and not subject to washouts.

Arch rings must be built in monolithic longitudinal sections, and when placing concrete is begun on any section it must be continued without intermission until the section is finished.

When concrete is used in abutments and walls it will also be placed in such monolithic sections as may be required by the drawings or by the engineer.

Concrete must be protected from the direct rays of the sun and kept wet as much as practicable for one week after placing.

When steel members or anchors are shown on the plans embedded in concrete they will be paid for at the price bid per pound.

60. *Mortar*.—All mortar shall be made of one part packed of the best Portland cement to three parts in bulk of clean, sharp sand, except in special cases, where the mortar may be made richer, without extra charge, as may be directed by the engineer, well mixed together in a clean box before the addition of water. Mortar and concrete must be used immediately after being mixed.

61. *Drainpipe*.—Drainpipe shall be of concrete, made in sections and laid in an 8-inch bed of ballast rammed to conform to the bottom curve of the pipe. The concrete for the drainpipe shall contain no broken stone larger than would pass a 1½-inch ring. Thirty-inch drainpipe shall be 4 inches thick, other drainpipe 3 inches thick.

MISCELLANEOUS.

62. *Timber foundations*.—Timber or sheet piling foundations when required shall be such as the engineer may direct. The price must cover cost of materials, framing, and putting in place. All timber used in foundations must be acceptable in kind and condition to the engineer.

63. *Piling*.—Piles must be at least 8 inches in diameter at small end and 12 inches at the butt when sawed off, and of timber approved by the engineer officer in charge. They must be sound and straight, have bark stripped off before being driven, and must be driven to a bearing satisfactory to the engineer and in accordance with the plans and instructions furnished, and when in the engineer's opinion it shall be necessary, they shall be bound and shod with iron. Only the actual length of pile left in the work after the cut-off shall be paid for.

64. *Centering*.—Centers of arches and forms of all descriptions for concrete or masonry work must be furnished by the contractor free of cost to the United States. In every respect they must conform in strength and character to the requirements of the engineer, without whose permission they shall not be struck. But the engineer may require the wedges or sand boxes to be slightly eased before the spandrel walls or filling are placed.

65. *Wooden bridges*.—Where directed wooden bridges must be built to conform to plans furnished by the engineer, and such wooden bridges may rest upon piles or other trestles or upon masonry piers and abutments. All timber, lumber, and planks shall be sound, straight-grained, well-seasoned, free from sap, large knots, shakes, and wanes, and of yellow pine or native wood to be approved by the engineer. All wrought iron shall be the best refined iron, tough, close-grained, highly fibrous. All cast iron shall be gray, uniform in color and structure, tough, with a sharp, bright fracture, and free from injurious defects.

66. *Overhaul*.—For hauls beyond 1,000 feet an overhaul allowance will be made at the rate of 1 cent per cubic yard per 100 feet for excavated material, and an allowance at the rate of 30 cents per cubic yard per mile will be made for broken stone and screenings for all distances hauled in excess of 1 mile.

PROPOSAL.

—, 1900.

To Capt. W. V. JUDSON,

Corps of Engineers, Engineer Officer of the Department, San Juan, P. R.

SIR: In accordance with your advertisement dated August 6, 1900, inviting proposals for the building, completion, or reconstruction of sections of public roads at various localities in the island of Porto Rico, and subject to all the conditions and requirements thereof, and of your instructions to bidders and specifications dated August 6, 1900, copies of all of which are hereto attached, and so far as they relate to this proposal are made a part of it, we (or I) propose to furnish the materials and do the work required in the case of the road — at the prices named below, viz:

1. Solid rock excavation, — dollars — cents (\$—) per cubic yard.
2. Loose rock excavation, — dollars — cents (\$—) per cubic yard.
3. Earth excavation, — dollars — cents (\$—) per cubic yard.
4. Excavation in water, — dollars — cents (\$—) per cubic yard.
5. Broken stone and screenings, measured before rolling, — dollars — cents (\$—) per cubic yard.
6. First-class masonry, — dollars — cents (\$—) per cubic yard.
7. Second-class masonry, — dollars — cents (\$—) per cubic yard.
8. Third-class masonry, — dollars — cents (\$—) per cubic yard.
9. Box-culvert masonry, laid dry, — dollars — cents (\$—) per cubic yard.
10. Retaining wall, laid dry, — dollars — cents (\$—) per cubic yard.
11. Slope wall, — dollars — cents (\$—) per cubic yard.
12. Riprap, — dollars — cents (\$—) per cubic yard.
13. Paving, laid dry, — dollars — cents (\$—) per cubic yard.
14. Paving, grouted, — dollars — cents (\$—) per cubic yard.
15. Brick masonry, laid in cement, — dollars — cents (\$—) per cubic yard.
16. Concrete, — dollars — cents (\$—) per cubic yard.
17. Drainpipe, 30-inch, — dollars — cents (\$—) per cubic yard.
18. Drainpipe, 24-inch, — dollars — cents (\$—) per cubic yard.
19. Drainpipe, 12-inch, — dollars — cents (\$—) per cubic yard.
20. Timber in foundations, including sheet piling, — dollars — cents (\$—) per cubic yard.
21. Timber and lumber in bridges, — dollars — cents (\$—) per cubic yard.
22. Piling, — dollars — cents (\$—) per cubic yard.
23. Steel and iron in timber or concrete work, — dollars — cents (\$—) per cubic yard.

We (or I) make this proposal with a full knowledge of the kind, quantity, and quality of the materials and work required, and if it is accepted will, within ten days after receiving written notice of such acceptance, enter into contract with good and sufficient sureties for the faithful performance thereof.

(Signature) —, —,
 (Address) —, —.
 (Signature) —, —,
 (Address) —, —.

(Signed in duplicate.)

[Inclosure 5.]

Abstract of proposal received by Capt. W. V. Judson, Corps of Engineers, at San Juan, P. R., November 24, 1899, in open market, for "the building or reconstruction of road from Moca to San Sebastian," P. R.

[There is available for this work from an allotment of \$200,000 under appropriation entitled "Emergency fund, War Department," act of Congress, March 3, 1899, an allotment of \$35,000, made under approval of Brig. Gen. George W. Davis, commanding Department of Porto Rico.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: J. D. Colon, San Juan, P. R.	
		Price bid.	Relative value of bid.
		<i>Per cu. yd.</i>	
1. Solid rock excavation	600	\$0.53	\$318.00
2. Loose rock excavation	400	.35	140.00
3. Earth excavation	1,000	.25	250.00
4. Excavation in water	1	1.50	1.50
5. Broken stone and screenings (measured before placing)	200	2.10	420.00
6. First-class masonry	1	32.00	32.00
7. Second-class masonry	4	18.00	72.00
8. Third-class masonry	2	9.00	18.00
9. Box-culvert masonry, laid dry	24	3.00	72.00
10. Retaining wall, laid dry	20	2.50	50.00
11. Slope wall	20	2.50	50.00
12. Riprap	20	2.50	50.00
13. Paving, laid dry	8	2.25	18.00
14. Paving, grouted	8	8.50	68.00
15. Brick masonry, laid in cement	24	12.00	288.00
16. Concrete	12	10.50	126.00
		<i>Per lin. ft.</i>	
17. Drainpipe, 18-inch	6	1.00	6.00
18. Drainpipe, 15-inch	6	.90	5.40
19. Drainpipe, 12-inch	6	.80	4.80
		<i>Per M. ft.</i>	
		<i>B. M.</i>	
20. Timber in foundations, including sheet piling	2	60.00	120.00
		<i>Per lin. ft.</i>	
21. Piling	2	1.00	2.00
22. Iron in timber work	1	.28	.28
Total			2,111.98

Bid recommended for acceptance; accepted and written contract made.

Abstract of proposals received in open market November 13 and 14, 1899, respectively, by Capt. W. V. Judson, Corps of Engineers, at San Juan, P. R., for "the building or reconstruction of road from Caguamitas Bridge to Arecibo," P. R.

[There is available for this work from an allotment of \$200,000 under appropriation entitled "Emergency fund, War Department," act of March 3, 1899, an allotment of \$30,000, made under approval of Brig. Gen. George W. Davis, commanding Department of Porto Rico.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Names and addresses of bidders.			
		No. 1.—Carlos de Ereno, San Juan, P. R.		No. 2.—Marix & Denton, San Juan, P. R.	
		Price bid.	Relative value of bid.	Price bid.	Relative value of bid.
		<i>Per cu. yd.</i>		<i>Per cu. yd.</i>	
1. Solid rock excavation	600	\$0.55	\$330.00	\$0.60	\$360.00
2. Loose rock excavation	400	.35	140.00	.35	140.00
3. Earth excavation	1,000	.25	250.00	.25	250.00
4. Excavation in water	1	2.00	2.00	1.50	1.50
5. Broken stone and screenings (measured before placing)	200	2.00	400.00	2.00	400.00
6. First-class masonry	1	40.00	40.00	40.00	40.00
7. Second-class masonry	4	20.00	80.00	20.00	80.00
8. Third-class masonry	2	12.00	24.00	12.00	24.00
9. Box-culvert masonry, laid dry	24	2.00	48.00	2.00	48.00
10. Retaining wall, laid dry	20	2.00	40.00	2.00	40.00
11. Slope wall	20	2.00	40.00	2.00	40.00
12. Riprap	20	1.80	36.00	2.00	40.00
13. Paving, laid dry	8	2.00	16.00	2.00	16.00
14. Paving, grouted	8	5.00	40.00	9.60	76.80
15. Brick masonry, laid in cement	24	15.00	360.00	15.00	360.00
16. Concrete	12	12.00	144.00	12.00	144.00
		<i>Per lin. ft.</i>		<i>Per lin. ft.</i>	
17. Drain pipe, 18-inch	6	.80	4.80	.90	5.40
18. Drain pipe, 15-inch	6	.70	4.20	.50	3.00
19. Drainpipe, 12-inch	6	.60	3.60	.40	2.40
		<i>Per M ft.</i>		<i>Per M ft.</i>	
20. Timber in foundations, including sheet piling	5	B. M. 35.00	175.00	B. M. 40.00	200.00
		<i>Per lin. ft.</i>		<i>Per lin. ft.</i>	
21. Piling	5	.40	2.00	.45	2.25
		<i>Per pound.</i>		<i>Per pound.</i>	
22. Iron in timberwork	1	.10	.10	.30	.30
Total			*2,179.70		2,273.65

*Lowest bid. Recommended for acceptance; accepted and written contract made.

422 REPORT OF MILITARY GOVERNOR OF PORTO RICO.

Abstract of proposals received and opened by Capt. W. V. Judson, Corps of Engineers, at San Juan, P. R., November 10, 1899, at noon, under advertisement dated October 23, 1899, for "the building or reconstruction of road from Utuado toward Adjuntas," P. R.

[There is available for this work from an allotment of \$200,000 under appropriation entitled "Emergency fund, War Department," act of March 3, 1899, an allotment of \$40,000, made under approval of Brig. Gen. George W. Davis, commanding Department of Porto Rico.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidders.					
		No. 1. Marix & Denton, San Juan, P. R.		No. 2. Roque Paniagua, San Juan, P. R.		No. 3. Jose R. Colomer, San Juan, P. R.	
		Price bid.	Relative value of bid.	Price bid.	Relative value of bid.	Price bid.	Relative value of bid.
		<i>Per cu. yd.</i>		<i>Per cu. yd.</i>		<i>Per cu. yd.</i>	
1. Solid-rock excavation...	600	\$0.54	\$324.00	\$0.75	\$450.00	\$0.70	\$420.00
2. Loose-rock excavation ..	400	.35	140.00	.61	244.00	.50	200.00
3. Earth excavation	1,000	.18	180.00	.40	400.00	.40	400.00
4. Excavation in water	1	1.50	1.50	.84	.84	2.00	2.00
5. Brokenstone and screen- ings (measured before placing)	200	1.50	300.00	2.55	510.00	4.00	800.00
6. First-class masonry	1	38.00	38.00	21.00	21.00	90.00	90.00
7. Second-class masonry ...	4	20.00	80.00	12.84	51.36	30.00	120.00
8. Third-class masonry	2	12.00	24.00	7.38	14.76	20.00	40.00
9. Box-culvert masonry, laid dry	24	8.00	192.00	2.40	57.60	7.50	180.00
10. Retaining wall, laid dry ..	20	2.50	50.00	9.00	180.00	4.00	80.00
11. Slope wall	20	2.50	50.00	4.80	96.00	20.00	400.00
12. Riprap	20	2.50	50.00	3.00	60.00	5.00	100.00
13. Paving, laid dry	8	2.50	20.00	4.75	38.00	5.00	40.00
14. Paving, grouted	8	9.60	76.80	6.85	54.80	15.00	120.00
15. Brick masonry, laid in cement	24	12.00	288.00	11.40	273.60	15.00	360.00
16. Concrete	12	16.00	192.00	14.40	172.80	12.00	144.00
		<i>Per lin. ft.</i>		<i>Per lin. ft.</i>		<i>Per lin. ft.</i>	
17. Drainpipe, 18-inch	6	.80	4.80	2.14	12.84	5.00	30.00
18. Drainpipe, 15-inch	6	.40	2.40	1.94	11.64	4.00	24.00
19. Drainpipe, 12-inch	6	.30	1.80	1.75	10.50	3.00	18.00
		<i>Per M. ft. B. M.</i>		<i>Per M. ft. B. M.</i>		<i>Per M. ft. B. M.</i>	
20. Timber in foundations, including sheet piling ..	5	60.00	300.00	55.00	275.00	60.00	300.00
		<i>Per lin. ft.</i>		<i>Per lin. ft.</i>		<i>Per lin. ft.</i>	
21. Piling	5	.45	2.25	1.15	5.75	.30	1.50
		<i>Per pound.</i>		<i>Per pound.</i>		<i>Per pound.</i>	
22. Iron in timberwork	1	.30	.30	.40	.40	.12	.12
Total			*2,317.85		2,940.89		3,869.62

*Bid recommended for acceptance; accepted and written contract made.

Abstract of proposal received in open market November 14, 1899, at San Juan, P. R., by Capt. W. V. Judson, Corps of Engineers, for "the building or reconstruction of road from Adjuntas to Utuado," P. R.

[There is available for this work from an allotment of \$200,000 under appropriation entitled "Emergency fund, War Department," act of March 3, 1899, an allotment of \$35,000 made under approval of Brig. Gen. George W. Davis, commanding Department of Porto Rico.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: Roque Paniagua, San Juan, P. R.	
		Price bid.	Relative value of bid.
		<i>Per cu. yd.</i>	
1. Solid-rock excavation	600	\$0.70	\$420.00
2. Loose-rock excavation	400	.55	220.00
3. Earth excavation	1,000	.30	300.00
4. Excavation in water	1	.84	.84
5. Broken stone and screenings (measured before placing)	200	2.20	440.00
6. First-class masonry	1	25.20	25.20
7. Second-class masonry	4	14.00	56.00
8. Third-class masonry	2	6.50	13.00
9. Box-culvert masonry, laid dry	24	2.15	51.60
10. Retaining wall, laid dry	20	10.40	208.00
11. Slope wall	20	5.80	116.00
12. Riprap	20	3.80	76.00
13. Paving, laid dry	8	4.75	38.00
14. Paving, grouted	8	7.00	56.00
15. Brick masonry, laid in cement	24	14.00	336.00
16. Concrete	12	12.90	154.80
		<i>Per lin. ft.</i>	
17. Drainpipe, 18-inch	6	2.14	12.84
18. Drainpipe, 15-inch	6	1.94	11.64
19. Drainpipe, 12-inch	6	1.75	10.50
		<i>Per M ft.</i>	
20. Timber in foundations, including sheet piling	5	B. M. 55.00	275.00
		<i>Per lin. ft.</i>	
21. Piling	5	1.15	5.75
		<i>Per pound.</i>	
22. Iron in timberwork	1	.40	.40
Total			2,827.57

Bid recommended for acceptance; accepted and written contract made.

424 REPORT OF MILITARY GOVERNOR OF PORTO RICO.

Abstract of proposal received in open market November 14, 1899, by Capt. W. V. Judson, Corps of Engineers, at San Juan, P. R., for "the building or reconstruction of road from Adjuntas to Ponce," Porto Rico.

[There is available for this work from an allotment of \$200,000 under appropriation entitled "Emergency fund, War Department," act of March 3, 1899, an allotment of \$38,500 made under approval of Brig. Gen. George W. Davis, commanding Department of Porto Rico.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: Roque Paniagua, San Juan, P. R.	
		Price bid.	Relative value of bid.
		<i>Per cu. yd.</i>	
1. Solid rock excavation	600	\$0.70	\$420.00
2. Loose rock excavation	400	.55	220.00
3. Earth excavation	1,000	.30	300.00
4. Excavation in water	1	.84	.84
5. Broken stone and screenings (measured before placing)	200	2.20	440.00
6. First-class masonry	1	25.20	25.20
7. Second-class masonry	4	14.00	56.00
8. Third-class masonry	2	6.50	13.00
9. Box-culvert masonry, laid dry	24	2.15	51.60
10. Retaining wall, laid dry	20	10.40	208.00
11. Slope wall	20	5.80	116.00
12. Riprap	20	3.80	76.00
13. Paving, laid dry	8	4.75	38.00
14. Paving, grouted	8	7.00	56.00
15. Brick masonry, laid in cement	24	14.00	336.00
16. Concrete	12	12.90	154.80
		<i>Per lin. ft.</i>	
17. Drainpipe, 18-inch	6	2.14	12.84
18. Drainpipe, 15-inch	6	1.94	11.64
19. Drainpipe, 12-inch	6	1.75	10.50
		<i>Per M ft.</i>	
		<i>B. M.</i>	
20. Timber in foundations, including sheet piling	5	55.00	275.00
		<i>Per lin. ft.</i>	
21. Piling	5	1.15	5.75
		<i>Per pound.</i>	
22. Iron in timberwork	1	.40	.40
Total			2,827.57

Bid recommended for acceptance; accepted and written contract made.

Abstract of proposal received in open market November 13, 1899, by Capt. W. V. Judson, Corps of Engineers, at San Juan, P. R., for "the building or reconstruction of road from Guayama to Arroyo," Porto Rico.

[There is available for this work from an allotment of \$200,000 under appropriation entitled "Emergency fund, War Department," act of March 3, 1899, an allotment of \$20,000 made under approval of Brig. Gen. George W. Davis, commanding Department of Porto Rico.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: Robertson, Prescott & Shoemaker, Ponce, Porto Rico.	
		Price bid.	Relative value of bid.
		<i>Per cu. yd.</i>	
1. Solid rock excavation	600	\$0.80	\$480.00
2. Loose rock excavation	400	.40	160.00
3. Earth excavation	1,000	.25	250.00
4. Excavation in water	1	1.00	1.00
5. Broken stone and screenings (measured before placing)	200	2.10	420.00
6. First-class masonry	1	21.00	21.00
7. Second-class masonry	4	12.80	51.20
8. Third-class masonry	2	7.38	14.76
9. Box-culvert masonry, laid dry	24	2.00	48.00
10. Retaining wall, laid dry	20	2.00	40.00
11. Slope wall	20	1.50	30.00
12. Riprap	20	1.00	20.00
13. Paving, laid dry	8	1.00	8.00
14. Paving, grouted	8	1.50	12.00
15. Brick masonry, laid in cement	24	12.00	288.00
16. Concrete	12	9.00	108.00
		<i>Per lin. ft.</i>	
17. Drainpipe, 18-inch	6	2.50	15.00
18. Drainpipe, 15-inch	6	2.00	12.00
19. Drainpipe, 12-inch	6	1.50	9.00
		<i>Per M. ft. B. M.</i>	
20. Timber in foundations, including sheet piling	5	90.00	450.00
		<i>Per lin. ft.</i>	
21. Piling	5	.35	1.75
		<i>Per pound.</i>	
22. Iron in timberwork	1	.10	.10
Total			2,439.81

Bid recommended for acceptance; accepted and written contract made.

426 REPORT OF MILITARY GOVERNOR OF PORTO RICO.

Abstract of proposal received and opened by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, at noon, under advertisement dated March 20, 1900, for the building or reconstruction of public road "between Moca and San Sebastian."

[There is available for this work from appropriation "Refunding customs revenue collected from Porto Rico for the relief of its government and people," act of March 24, 1900, an allotment of \$45,000.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: Jose D. Colon, San Juan, P. R.
		Price bid.
		<i>Per cu. yd.</i>
1. Solid rock excavation.....	135,000	\$0.53
2. Loose rock excavation.....	29,500	.35
3. Earth excavation.....	90,000	.25
4. Excavation in water.....	800	1.50
5. Broken stone and screenings.....	45,000	2.10
6. First-class masonry.....	800	32.00
7. Second-class masonry.....	430	18.00
8. Third-class masonry.....	5,300	9.00
9. Box-culvert masonry, laid dry.....	300	3.00
10. Retaining wall, laid dry.....	650	2.50
11. Slope wall.....	382	2.50
12. Riprap.....	500	2.50
13. Paving, laid dry.....	300	2.25
14. Paving, grouted.....	350	8.50
15. Brick masonry, laid in cement.....	670	12.00
16. Concrete.....	2,000	10.50
		<i>Per lin. ft.</i>
17. Drainpipe, 18-inch.....	3,000	1.00
18. Drainpipe, 15-inch.....	1,000	.90
19. Drainpipe, 12-inch.....	1,000	.80
		<i>Per M ft. B. M.</i>
20. Timber in foundations, etc.....	25	60.00
		<i>Per lin. ft.</i>
21. Piling.....	4,000	1.00
		<i>Per pound.</i>
22. Iron in timberwork.....	2,000	.28
Relative value of bid.....		329,295.00

Recommended for acceptance; accepted and written contract made.

Abstract of proposal received and opened by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, at noon, under advertisement dated March 20, 1900, for the building or reconstruction of public road "between Arecibo and Utuado."

[There is available for this work from appropriation "Refunding customs revenue collected from Porto Rico, for the relief of its government and people," act of March 24, 1900, an allotment of \$30,000.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: Carlos de Ereno, San Juan, P. R.
		Price bid.
		<i>Per cu. yd.</i>
1. Solid-rock excavation.....	135,000	\$0.55
2. Loose-rock excavation.....	29,500	.35
3. Earth excavation.....	90,000	.25
4. Excavation in water.....	800	2.00
5. Broken stone and screenings.....	45,000	2.00
6. First-class masonry.....	800	40.00
7. Second-class masonry.....	430	20.00
8. Third-class masonry.....	5,300	10.00
9. Box-culvert masonry, laid dry.....	300	2.00
10. Retaining wall, laid dry.....	650	2.00
11. Slope wall.....	382	2.00
12. Riprap.....	500	1.80
13. Paving, laid dry.....	300	2.00
14. Paving, grouted.....	350	5.00
15. Brick masonry, laid in cement.....	670	15.00
16. Concrete.....	2,000	12.00
		<i>Per lin. ft.</i>
17. Drainpipe, 18-inch.....	3,000	0.80
18. Drainpipe, 15-inch.....	1,000	.70
19. Drainpipe, 12-inch.....	1,000	.60
		<i>Per M ft. B. M.</i>
20. Timber in foundations, etc.....	25	35.00
		<i>Per lin. ft.</i>
21. Piling.....	4,000	0.40
		<i>Per pound.</i>
22. Iron in timberwork.....	2,000	0.10
Relative value of bid.....		338,614.00

Recommended for acceptance; accepted and written contract made.

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REPORT OF MILITARY GOVERNOR OF PORTO RICO.

Abstract of proposal received in open market by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, for the building or reconstruction of public road "between Utuado and Adjuntas."

[There is available for this work from appropriation "Refunding customs revenue collected from Porto Rico, for the relief of its government and people," act of March 24, 1900, an allotment of \$50,000.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: Marix & Denton, San Juan, P. R.
		Price bid.
		<i>Per cu. yd.</i>
1. Solid-rock excavation.....	135,000	\$0.60
2. Loose-rock excavation.....	29,500	.40
3. Earth excavation.....	90,000	.25
4. Excavation in water.....	800	1.50
5. Broken stone and screenings.....	45,000	1.50
6. First-class masonry.....	800	30.00
7. Second-class masonry.....	430	18.00
8. Third-class masonry.....	5,300	12.00
9. Box-culvert masonry, laid dry.....	300	8.00
10. Retaining wall, laid dry.....	650	5.00
11. Slope wall.....	382	4.00
12. Riprap.....	500	2.50
13. Paving, laid dry.....	300	2.50
14. Paving, grouted.....	350	9.60
15. Brick masonry, laid in cement.....	670	12.00
16. Concrete.....	2,000	16.00
		<i>Per lin. ft.</i>
17. Drainpipe, 18-inch.....	3,000	0.80
18. Drainpipe, 15-inch.....	1,000	.40
19. Drainpipe, 12-inch.....	1,000	.30
		<i>Per M ft. B. M.</i>
20. Timber in foundations, etc.....	25	60.00
		<i>Per lin. ft.</i>
21. Piling.....	4,000	0.45
		<i>Per pound.</i>
22. Iron in timberwork.....	2,000	0.30
Relative value of bid.....		338,918.00

Recommended for acceptance; accepted and written contract made.

Abstract of proposal received and opened by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, at noon, under advertisement dated March 20, 1900, for the building or reconstruction of public road "between Ponce and Adjuntas."

[There is available for this work from appropriation "Refunding customs revenue collected from Porto Rico, for the relief of its government and people," act of March 24, 1900, an allotment of \$50,000.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: Roque Paniagua, San Juan, P. R.
		Price bid.
		<i>Per cu. yd.</i>
1. Solid-rock excavation.....	135,000	\$0.60
2. Loose-rock excavation.....	29,500	.50
3. Earth excavation.....	90,000	.30
4. Excavation in water.....	800	.84
5. Broken stone and screenings.....	45,000	2.10
6. First-class masonry.....	800	25.20
7. Second-class masonry.....	430	14.00
8. Third-class masonry.....	5,300	6.50
9. Box-culvert masonry, laid dry.....	300	2.15
10. Retaining wall, laid dry.....	650	10.40
11. Slope wall.....	382	5.80
12. Riprap.....	500	3.80
13. Paving, laid dry.....	300	4.75
14. Paving, grouted.....	350	7.00
15. Brick masonry, laid in cement.....	670	14.00
16. Concrete.....	2,000	12.90
		<i>Per lin. ft.</i>
17. Drainpipe, 18-inch.....	3,000	2.14
18. Drainpipe, 15-inch.....	1,000	1.94
19. Drainpipe, 12-inch.....	1,000	1.75
		<i>Per M ft. B. M.</i>
20. Timber in foundations, etc.....	25	55.00
		<i>Per lin. ft.</i>
21. Piling.....	4,000	1.15
		<i>Per pound.</i>
22. Iron in timberwork.....	2,000	0.40
Relative value of bid.....		346,012.60

Recommended for acceptance; accepted and written contract made.

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REPORT OF MILITARY GOVERNOR OF PORTO RICO.

Abstract of proposal received and opened by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, at noon, under advertisement dated March 20, 1900, for the building or reconstruction of public road "between Toa Alta and Corozal."

[There is available for this work from appropriation "Refunding customs revenue collected from Porto Rico, for the relief of its government and people," act of March 24, 1900, an allotment of \$30,000.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder: Andres G. Canton, San Juan, P. R.
		Price bid.
		<i>Per cu. yd.</i>
1. Solid-rock excavation.....	135,000	\$0.40
2. Loose-rock excavation.....	29,500	.25
3. Earth excavation.....	90,000	.15
4. Excavation in water.....	800	1.00
5. Broken stone and screenings.....	45,000	1.40
6. First-class masonry.....	800	21.00
7. Second-class masonry.....	430	15.00
8. Third-class masonry.....	5,300	3.78
9. Box-culvert masonry, laid dry.....	300	2.00
10. Retaining wall, laid dry.....	650	2.94
11. Slope wall.....	382	2.94
12. Riprap.....	500	1.68
13. Paving, laid dry.....	300	1.70
14. Paving, grouted.....	350	2.94
15. Brick masonry, laid in cement.....	670	9.70
16. Concrete.....	2,000	6.59
		<i>Per lin. ft.</i>
17. Drainpipe, 18-inch.....	3,000	0.90
18. Drainpipe, 15-inch.....	1,000	.70
19. Drainpipe, 12-inch.....	1,000	.50
		<i>Per M ft. B. M.</i>
20. Timber in foundations, etc.....	25	50.00
		<i>Per lin. ft.</i>
21. Piling.....	4,000	0.50
		<i>Per pound.</i>
22. Iron in timberwork.....	2,000	0.15
Relative value of bid.....		215,101.08

Recommended for acceptance; accepted and written contract made.

Abstract of proposals received and opened by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, at noon, under advertisement dated March 20, 1900, for the building or reconstruction of public road "from Comerio northward."

[There is available for this work from appropriation "refunding customs revenue collected from Porto Rico, for the relief of its government and people" (act of March 24, 1900), an allotment of \$70,000.]

Articles bid upon.	Weights attached to various items in lieu of quantities.	Name and address of bidders.	
		No. 1. M. van Eps, San Juan.	No. 2. Mullenhoff & Korber, San Juan.
		Price bid.	Price bid.
		<i>Per cu. yd.</i>	<i>Per cu. yd.</i>
1. Solid rock excavation	135,000	\$0.40	\$0.60
2. Loose rock excavation	29,500	.30	.50
3. Earth excavation	90,000	.25	.30
4. Excavation in water	800	.70	2.00
5. Broken stone and screenings	45,000	1.50	2.10
6. First-class masonry	800	20.00	35.00
7. Second-class masonry	430	18.00	20.00
8. Third-class masonry	5,300	9.00	10.50
9. Box culvert masonry, laid dry	300	2.00	2.20
10. Retaining wall, laid dry	650	2.50	7.00
11. Slope wall	382	1.80	5.00
12. Riprap	500	1.80	1.80
13. Paving, laid dry	300	2.00	8.50
14. Paving, grouted	350	8.00	7.00
15. Brick masonry, laid in cement	670	12.00	13.50
16. Concrete	2,000	10.00	13.50
		<i>Per lin. ft.</i>	<i>Per lin. ft.</i>
17. Drainpipe, 18-inch	3,000	.90	3.50
18. Drainpipe, 15-inch	1,000	.80	2.00
19. Drainpipe, 12-inch	1,000	.70	1.70
		<i>Per M ft. B. M.</i>	<i>Per M ft. B. M.</i>
20. Timber in foundations, etc	25	45.00	54.00
		<i>Per lin. ft.</i>	<i>Per lin. ft.</i>
21. Piling	4,000	1.00	1.00
		<i>Per pound.</i>	<i>Per pound.</i>
22. Iron in timber work	2,000	.20	.20
Relative value of bids		\$269,827.60	\$378,615.00

* Bid recommended for acceptance; accepted and written contract made.

Abstract of proposals received in open market by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, for the building or reconstruction of public road "from Caguas toward Humacao," P. R.

[There is available for this work from appropriation "refunding customs revenue collected from Porto Rico for the relief of its government and people" (act of March 24, 1900), an allotment of \$100,000.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidders.	
		No. 1. Degnon-Mc- Lean Con. Co., New York City.	No. 2. John B. Carter, New York City.
		Price bid.	Price bid.
		<i>Per cu. yd.</i>	<i>Per cu. yd.</i>
1. Solid rock excavation	135,000	\$0.80	\$0.75
2. Loose rock excavation	29,500	.40	.40
3. Earth excavation	90,000	.20	.20
4. Excavation in water	800	2.00	2.00
5. Broken stone and screenings	45,000	2.00	1.75
6. First-class masonry	800	18.00	16.00
7. Second-class masonry	430	15.00	12.00
8. Third-class masonry	5,300	7.00	6.50
9. Box culvert masonry, laid dry	300	5.00	3.50
10. Retaining wall, laid dry	650	5.00	3.50
11. Slope wall	382	3.50	3.00
12. Riprap	500	2.50	2.00
13. Paving, laid dry	300	2.50	1.75
14. Paving, grouted	350	5.50	5.00
15. Brick masonry, laid in cement	670	18.00	10.00
16. Concrete	2,000	10.00	10.00
		<i>Per lin. ft.</i>	<i>Per lin. ft.</i>
17. Drainpipe, 18-inch	3,000	2.00	1.50
18. Drainpipe, 15-inch	1,000	1.80	1.40
19. Drainpipe, 12-inch	1,000	1.60	1.25
		<i>Per M ft. B. M.</i>	<i>Per M ft. B. M.</i>
20. Timber in foundations, etc	25	60.00	50.00
		<i>Per lin. ft.</i>	<i>Per lin. ft.</i>
21. Piling	4,000	.70	.60
		<i>Per pound.</i>	<i>Per pound.</i>
22. Iron in timber work	2,000	.10	.15
Relative value of bids		343,322.00	* 309,356.00

* Bid recommended for acceptance; accepted and written contract made.

Abstract of proposals received in open market by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, for the building or reconstruction of public road "from Humacao Play toward Caguas," P. R.

[There is available for this work from appropriation "refunding customs revenue collected from Porto Rico for the relief of its government and people" (act of March 24, 1900), an allotment of \$125,000.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidders.	
		No. 1. Degnon-McLean Con. Co., New York City.	No. 2. John B. Carter, New York City.
		Price bid.	Price bid.
		<i>Per cu. yd.</i>	<i>Per cu. yd.</i>
1. Solid rock excavation	135,000	\$0.80	\$0.75
2. Loose rock excavation	29,500	.40	.40
3. Earth excavation	90,000	.20	.20
4. Excavation in water	800	2.00	2.00
5. Broken stone and screenings	45,000	2.00	1.75
6. First-class masonry	800	18.00	16.00
7. Second-class masonry	430	15.00	12.00
8. Third-class masonry	5,300	7.00	6.50
9. Box culvert masonry, laid dry	300	5.00	3.50
10. Retaining wall, laid dry	650	5.00	3.50
11. Slope wall	382	3.50	3.00
12. Riprap	600	2.50	2.00
13. Paving, laid dry	300	2.50	1.75
14. Paving, grouted	350	5.50	5.00
15. Brick masonry, laid in cement	670	18.00	10.00
16. Concrete	2,000	10.00	10.00
		<i>Per lin. ft.</i>	<i>Per lin. ft.</i>
17. Drainpipe, 18-inch	3,000	2.00	1.50
18. Drainpipe, 15-inch	1,000	1.80	1.40
19. Drainpipe, 12-inch	1,000	1.60	1.25
		<i>Per M ft. B. M.</i>	<i>Per M ft. B. M.</i>
20. Timber in foundations, etc.	25	60.00	50.00
		<i>Per lin. ft.</i>	<i>Per lin. ft.</i>
21. Piling	4,000	.70	.60
		<i>Per pound.</i>	<i>Per pound.</i>
22. Iron in timber work	2,000	.10	.15
Relative value of bids		343,322.00	* 309,356.00

* Bid recommended for acceptance; accepted and written contract made.

434 REPORT OF MILITARY GOVERNOR OF PORTO RICO.

Abstract of proposal received in open market by Capt. W. V. Judson, Corps of Engineers, U. S. Army, at San Juan, P. R., March 26, 1900, for the building or reconstruction of public road "between Mayaguez and Las Marias and Maricao."

[There is available for this work from appropriation "Refunding customs revenue collected from Porto Rico for the relief of its government and people," act of March 24, 1900 an allotment of \$100,000.]

Articles bid upon.	Weights attached to various items in lieu of estimates of quantities.	Name and address of bidder Central Contracting Co., New York City.
		Price bid.
		<i>Per cu. yd.</i>
1. Solid-rock excavation	135,000	\$0.67
2. Loose-rock excavation.....	29,500	.38
3. Earth excavation.....	90,000	.28
4. Excavation in water.....	800	2.00
5. Broken stone and screenings.....	45,000	1.65
6. First-class masonry.....	800	18.00
7. Second-class masonry.....	430	16.00
8. Third-class masonry.....	5,300	7.00
9. Box-culvert masonry, laid dry.....	300	4.00
10. Retaining wall, laid dry.....	650	3.50
11. Slope wall.....	382	2.50
12. Riprap.....	500	2.00
13. Paving, laid dry.....	300	2.50
14. Paving, grouted.....	350	3.50
15. Brick masonry, laid in cement.....	670	10.00
16. Concrete.....	2,000	11.00
		<i>Per lin. ft.</i>
17. Drainpipe, 18-inch.....	3,000	1.30
18. Drainpipe, 15-inch.....	1,000	1.00
19. Drainpipe, 12-inch.....	1,000	.70
		<i>Per M ft. B. M.</i>
20. Timber in foundations, etc.....	25	50.00
		<i>Per lin. ft.</i>
21. Piling.....	4,000	.60
		<i>Per pound.</i>
22. Iron in timberwork.....	2,000	.15
Relative value of bid.....		306,745.00

Recommended for acceptance; accepted and written contract made.

EXHIBIT 3.

MINING CLAIMS.

Applications filed during military government.

Date.	Name of claim.	Mineral.	Municipality.	Area.
				<i>Hectares.</i>
1898.				
November	Momeranta	Salt	Salinas	
December	Brijida	Silver	Rio Grande	25
Do	Labina	Iron and silver	Naguabo	120
Do	America	Silver	Rio Grande	
Do	Borinquen	Copper	Humacao	12
Do	Washington	Gold and silver	Corozal	
Do	Puerto Rico	Silver and platinum	do	
1899.				
January	Sta. Agueda	Copper and silver	Lajas	
Do	Sta. Olalla	Iron	Humacao	12
Do	Purification	do	do	12
Do	Elena and Eugenia	Copper	Lajas	15
January 16	Capron	do	do	15
January 20	La Esperanza	Iron, gold, etc.	Corozal	30
January 23	Finita	do	Humacao	30
January 24	Maria	do	Corozal	30
January 26	Panchita	Iron, etc.	Las Piedras	4
January 30	Valentina	Copper, etc	do	12
April 1	Corcega	Copper	Adjuntas	12
April 20	Begonia	Iron	Las Piedras	21
Do	Luisa	do	do	30
Do	Buen Suceso	do	Gurabo	71
April 26	La Esperanza	Graphite	Adjuntas	50
May 1	Providencia	Iron	Patillas	50
May 3	Borinquen	Silver	Las Piedras	12
May 8	San Pedro	Iron	do	39
Do	San Ramon	do	do	47

Granted in Porto Rico during military government.

Date.	Name of claim.	Mineral.	Municipality.	Area.	Amount rent.
				<i>Hectares.</i>	<i>Pesos.</i>
1899.					
April 14	Ernestita	Silver, nickel	Naguabo	100	240.00
Do	Sta. Teresa	Copper	do	64	153.60
Do	Sta. Amalia	do	do	100	240.00
April 25	Union	Placer gold	Rio Grande	5	4.80
Do	Eloisa	Iron	Piedras	25	24.00
May 9	Riena del Cobre	Silver, copper	Corozal	12	28.00
Do	Maria	Iron	Humacao	8	19.20
May 27	Polonia	do	Piedras	40	38.40
Do	Caridad	do	Gurabo	21	20.16
Do	San Miguel	do	Piedras	21	20.16
Do	San Anton	do	Humacao	12	11.52
Do	Caranzana	do	Juncos	20	19.20
June 9	La Fe	do	Ceiba	14	13.44

EXHIBIT 4.

OFFICE OF LIGHT-HOUSE INSPECTOR,
UNITED STATES NAVAL STATION,
San Juan, P. R., July 18, 1900.

SIR: I have the honor to submit herewith a report of that portion of the light-house service of Porto Rico under cognizance of the inspector and a review of the work done from and after the transfer of the sovereignty of the island to the United States.

From the date of the transfer, October 18, 1898, until January 17, 1899, the light-house establishment was under the control of the "secretary of the department of Fomento." On the latter date by order of the governor-general, Maj. Gen. Guy V.

Henry, U. S. Army, the light-house establishment was transferred to a naval officer to be designated by the commandant of the naval station, San Juan. Ensign W. R. Gherardi, U. S. Navy, was the officer designated, and he assumed control on January 24, 1899.

On September 30, 1899, that portion of the light-house service under the cognizance of the "light-house engineer" was transferred to Capt. W. V. Judson, U. S. Army, by order of the governor-general.

On September 28, 1899, Ensign Gherardi having been ordered to the United States, was relieved by Capt. L. C. Lucas, U. S. Marine Corps.

On October 17, 1899, Captain Lucas was relieved by myself, and I have had charge of the inspection of light-houses from that date until the service was transferred to the United States Light-House Establishment.

When the United States assumed control of the island the following lights were burning: Point Arecibo, Borinquen, Point Jiguero, Cabo Rojo, Point Mesata, Cardona Island, Caja de Muertos, Point Figuras, Tuna Point, Point Mula (Vieques Island), Culebrita Island, and Cabo San Juan.

The light on Morro Castle (San Juan) was destroyed by the bombardment of the American fleet on May 12, 1898.

In addition to this, there had been commenced a light-house at Port Ferro (south side of Vieques Island), and the material for building a light-house on Mona Island was stored on that island.

As soon as Ensign Gherardi took charge of the light-house establishment he began the reconstruction of the light-house on Morro Castle, and on March 22, 1899, the light was again burning. He also began the work on Port Ferro and Mona Island lights, which work was transferred to Captain Judson when he became the light-house engineer. Both of these lights have been completed. Port Ferro was first lighted December 1, 1899, and that on Mona Island in May, 1900. The dwellings and outhouses at the latter place are still under construction.

The buoying of the various harbors and shoals around the island was taken up first by Ensign Gherardi. At the commencement there was no vessel here suitable for lifting buoys, but the United States Navy Department having loaned the *Uncas* for this work, Ensign Gherardi ordered a set of buoys from the United States. Upon my arrival here the buoys had not arrived, and although I endeavored to expedite their delivery they did not arrive until April 28, 1900. The delay was due to the great demand for iron and steel in the United States.

The hurricane of August, 1899, carried away a number of buoys. These were replaced as well as possible with the facilities at hand. The inclosed table shows the amount of expenditures under the cognizance of the light-house inspector from January 17, 1899, to April 30, 1900.

The Spanish budget for 1896 and 1897 shows that the following sums were appropriated for the light-house establishment:

Pay of light-house keepers	\$20, 625
Extra compensation for keepers of isolated stations	1, 296
House rent for keepers at Morro	352
Selection for new sites for light-house	3, 000
Purchase of supplies	8, 265
Total	33, 538

This amount is in Porto Rican currency. No appropriation was made for the repairs to buoys.

The salaries of all the keepers and employees are practically the same as they were under the Spanish Government.

In conclusion, I beg to state that in my opinion the light-houses and the service in general are in good condition and will compare favorably with that of other countries.

The inspections have been made at stated intervals, never exceeding three months, and as a rule I have found the light-house clean and neat. The keepers are men of intelligence and take a great interest in their work.

Very respectfully,

THOMAS J. SENN,
Lieutenant, U. S. Navy.

Brig. Gen. GEORGE W. DAVIS, U. S. Army,
Commanding Department of Porto Rico, San Juan, P. R.

Table showing amount of money expended under the cognizance of light-house inspector from January 17, 1899, to April 30, 1900, inclusive.

Month.	Light keepers.	Supplies.	Buoyage.
1899.			
January 17-31	\$406.66	\$375.86	.....
February	1,060.97	213.48	.....
March	1,096.85	724.27	.....
April	1,104.33	250.00	.....
May	1,104.33	317.42	.....
June	1,072.14	75.00	.....
July	1,121.44	5.09	.....
August	1,071.14	319.40	.....
September	1,096.13	41.70	\$205.08
October	1,074.57	119.30	.....
November	1,291.98	319.47	.....
December	1,126.59	593.81	.....
1900.			
January	1,129.90	77.93	52.20
February	1,144.58	89.11	7.20
March	1,158.14	101.65	32.10
April	1,176.14	514.02	2,940.88
Total	17,235.89	4,137.51	3,237.46

EXHIBIT 5.

PROCEEDINGS OF A BOARD OF APPRAISERS CONVENED PER THE FOLLOWING LETTER.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 12, 1899.

Capt. GEO. McK. WILLIAMSON, A. Q. M.; Mr. F. H. JONES, architect; Señor Don ARMANDO MORALES, architect public works; Señor Don ARTURO GUERRA, city engineer.

GENTLEMEN: I have the honor to inform you that by direction of the governor-general you are hereby appointed a board of appraisers for the real property of the former diputacion provincial in this city. The board will meet at the call of the senior member and proceed to the business before it.

The property to be appraised is as follows:

1. The building now occupied by the post-office and interior and justice departments.
2. The "Beneficencia."
3. The hospital for the insane.
4. The building at Santurce occupied by the Josephite Brethren as a school.
5. The chapel annexed to same.
6. The building in Santurce occupied by the Sisters of the Sacred Heart.

In arriving at an appraisalment it is the desire of the military governor that a sum be named for which the buildings named could now be replaced as new, but at the same time make a proper deduction for deterioration due to exposure to the elements and the wear and tear.

It is also desired that the board give the area or dimensions of the plat of land attached to and occupied by each building and assign a value to the same on the basis of value of unoccupied land.

Very respectfully,

G. T. LANGHORNE, *Aid-de-Camp*.

SAN JUAN, P. R., September 27, 1899.

The board met pursuant to the above letter at 9 a. m., August 30, 1899, present all the members, and adjourned from time to time until now, September 27, 1899. The following report is submitted. All maps, plans, and available data in the possession of the board of public works and elsewhere were examined and considered.

The buildings in question were viewed and examined by all the members of the board.

All values are given in gold.

All dimensions are given in meters.

In estimating cost, a sum is named for which the building could be replaced as new. The costs and present value of the courtyards are considered the same, and include the value of paving and cisterns in courtyards.

Accompanying this report is a tabulated statement of areas and values of the buildings and lands, also a blue-print copy of all plans pertaining to the buildings.

No. 1. Building now occupied by the post-office and interior and justice departments.

Cost	\$50,828.88
Present value	\$45,746.00
Area of land	square meters.. 2,106.30
Value	\$25,275.60
Area of courtyard	square meters.. 345.70
Value	\$1,937.10

Total value of lot and building \$72,958.70
(Plans No. 1 to No. 2 pertain to this building.)

No. 2. The "Beneficencia."

Cost	\$137,822.16
Present value	\$129,552.83
Area of land	square meters.. 9,647.88
Value	\$46,308.86
Area of courtyard	square meters.. 1,014.70
Value	\$3,044.10

Total value of lot and building \$178,905.79
(Plans Nos. 3 to 9 pertain to this building.)

No. 3. The hospital for the insane.

Cost	\$50,025.60
Present value	\$44,022.53
Area of land	square meters.. 3,527.45
Value	\$16,931.76
Area of courtyard	square meters.. 912.12
Value	\$2,736.36

Total value of lot and building \$63,690.65
(Plans Nos. 10 to 11 pertain to this building.)

No. 4. The building in Santurce occupied by the Josephite Brethren as a school.

Cost	\$87,029.76
Present value	\$79,632.23
Area of land	square meters.. 52,200
Value	\$9,936.00
Area of courtyard	square meters.. 985.92
Value	\$1,183.10

Total value of lot and building \$90,751.33
(Plans Nos. 12 to 13 pertain to this building.)

No. 5. The chapel annexed to the building occupied by the Josephite Brethren as a school.

Cost	\$11,475.00
Present value	\$11,130.75
Area of land	square meters.. 2,800
Value	\$1,690.00

Total value of lot and buildings \$12,810.75
(Plan No. 14 pertains to this building.)

No. 6. The building in Santurce occupied by the Sisters of the Sacred Heart.

Cost.....	\$76,689.63
Present value.....	61,351.70
Area of land.....square meters..	19,567.40
Value.....	\$7,044.36
Area of courtyard.....square meters..	317.57
Value.....	\$762.65
<hr/>	
Total value of lot and building	\$69,158.61

Approved.

GEORGE W. DAVIS,
Brigadier-General, U. S. Vols., Commanding.

A true copy.

OPINION OF THE CIVIL SECRETARY.

Having examined the report of the judicial board and the personal note of its president, the report of the solicitor-general having also been examined, the civil secretary is of the following opinion:

First. None of the buildings belonging to the abolished provincial deputation, that is, the palace of the deputation, the hospital of charity, the asylum for the insane, the pious schools and chapel annexed to them, and the College of the Mothers was acquired with money of the municipal councils.

The first three buildings, that is, the palace of the deputation, the hospital of charity, and the insane asylum, were ceded by the government to the provincial deputation in 1871, and the town councils of the island did not take part in that cession or had they anything to do with it, because they contributed nothing to the erection of those buildings.

The last two buildings, that is, the pious schools and the chapel annexed to them and the College of the Mothers, were built by the provincial deputation with the proceeds of the lottery rent; and the town councils did not contribute either to this work.

Article 78 of the provincial law, by which the deputation provincial was governed when it built the pious schools for a Jesuits' college and the College of the Mothers at Santurce, reads that the deputation shall not recur to the municipal councils except only in the extreme case of its not having any means to meet its expenses.

The provincial deputation, in conformity with that article, established a lottery which came to yield to it more than 250,000 pesos per year (Budget for 1894-95 and 1895-96), and of those funds the deputation made use to pay the work of the buildings at Santurce.

The taxes that the provincial deputation imposed on the town councils were collected late, and now and then and at times were not collected at all, and in the list of the minutes of the sessions there appears many a resolution remitting many a town their taxes due. Town councils, as those of Aguada and Anasco, among others, after owing many thousand dollars for arrears in taxes obtained the remission of them, and the provincial deputation had to pay its personnel with the few taxes of other towns. The municipal councils that had funds to pay the deputation availed themselves of a legal recourse in order not to pay and not to appear as if their debts had been remitted to them, and that legal resort consisted in asking the deputation for subventions for rural roads or for imaginary charity work, the deputation ordered the payment and the town councils asked then to have the taxes deducted from the subventions.

For that reason the provincial deputation counted upon the taxes of the municipal councils for nothing.

At the time the provincial deputation was abolished, December 2, 1898, the town councils of the island owed it \$59,609.34.

Second. The municipal councils have no right to deduct any claim whatever in case the insular treasury takes charge of the building of the provincial deputation.

As three of the five buildings of the deputation were ceded to it by the government, and the other two were built with funds of the lottery proceeds, the town councils have no right whatever over those buildings. The fact that the town councils have been paying, though very irregularly, taxes to the deputation, has led to an error that the buildings belong to the town councils. But this error has been sup-

ported only by the president of the judicial board, who, in his report—wrong from beginning to end—does not mention at all the proceeds of the lottery, nor does he make mention of any remission of taxes that is mentioned in the minutes of the deputation to show how abandoned it was on the part of the town councils the duty of paying their respective taxes. What little the municipal councils have paid to the deputation has been returned to the former by later subventionizing the municipal councils for their work of a municipal character—roads, beneficent works, education, etc.

Third. The municipal councils of the island are obliged to attend to the branch of beneficence, because the municipal law so prescribed it; therefore, if the insular treasury takes charge of the buildings that have exclusively been the property of the deputation and establishes in them beneficent asylums and admit to them persons from any municipality of the island, instead of the town councils having the right to make claims, as the president of the judicial board wrongly informs, they are debtors to the insular treasury, which should not in any way remit the \$59,609.54 that they owe to the deputation.

The solution of the insular treasury (it is convenient not to confound it with the Federal Treasury of the United States) taking charge of the buildings of the abolished provincial deputation, after the latter's debts are paid, and establishing beneficent and educational asylums in them, is a very popular resolution, a resolution that will receive the applause of the whole island.

The undersigned secretary therefore is of the same opinion as the majority of the judicial board; he only disagrees with them on the point that instead of granting the towns five years to pay their debts to the provincial deputation he opines that they should be granted the right to pay those debts by tenth parts from the fiscal year of 1900 to 1901.

Besides, he submits again for approval to refer again these papers to the judicial board, in case its president, Mr. Cuevillas, is pleased, in view of the reasons given above, to rectify his opinion; all the more so as in his final note said president is of opinion that the insular treasury seizes the four palaces, and those buildings are precisely what truly constitute the assets of the abolished deputation, because the other debts are not the debts that gave rise to this transaction.

San Juan, P. R., December 9, 1899.

CAYATANO COLL Y TOSTE,
Civil Secretary.

EXHIBIT 6.

SAN JUAN, P. R., *December 15, 1900.*

THE SECRETARY OF WAR,
Washington, D. C.

SIR: The board of officers, convened by Special Order No. 271, met at San Juan, P. R., at department headquarters, No. 3 Fortaleza street, at 2.10 p. m., November 30, 1900, and held meetings from day to day until December 14, 1900, when its duties being completed it adjourned sine die.

* * * * *
The board has the honor to submit to you its report, as follows:

* * * * *

The board carefully considered the duties assigned it, examined thoroughly all the data presented to it relating thereto, and after mature deliberation resolved upon the following recommendations:

- First. Under the literal instructions of the order constituting the board:
- (a) That Cabras and Cañuelo islands in San Juan Harbor and all lands and buildings on San Juan Island belonging to the United States, indicated in blue on inclosure 2, be retained by the War Department for military uses.
 - (b) That all buildings, fortifications, and other structures on any of these lands shall be retained by the War Department for military uses.
 - (c) That all United States lands situated in the Marina Ward south and west of the rampart wall, from San Justo bastion west and north to Santa Elena bastion (shown in red on inclosure 2), be retained by the War Department with a view to future transfer to the Navy Department, if so desired.
 - (d) That the following lands and the buildings thereon, now the property of the United States, in the island of Porto Rico, be retained by the War Department for

military uses, viz: The sites of the barracks and hospital at Mayaguez, the sites of the barracks and hospital at Ponce, the site of the barracks and hospital at Cayey (Henry Barracks).

(NOTE.—The lands and buildings included in recommendations *a*, *b*, and *c* are enumerated in inclosure 18 herewith.)

(*e*) That the following pieces of land and the buildings thereon are not required for military or naval purposes:

1. All the land on the island of San Juan situated south and west of the military road from its origin in the city of San Juan to San Antonio Bridge, excepting the plat of same where are now situated the military ovens, but including the narrow strip of same east of the military road from the point where it passes through the first or eastern line of defense and the shore of Condado Bay east of Fort San Antonio, to and including the said fort.

2. The land covered by and pertaining to the Santo Domingo Barracks, but not including the open space between said barracks and the fortifications immediately north thereof.

3. The military hospital.

4. The land covered by and pertaining to the building now occupied by the secretary of Porto Rico, near San Juan gate.

5. The land covered by and pertaining to the Santa Catalina Palace and the lands and buildings constituting the former summer residence of the governor-general of Porto Rico at Rio Piedras, now occupied by the governor of Porto Rico and other officials of the island in pursuance of act of Congress of April 12, 1900.

6. The four sets of officers' quarters known as No. 2 Fortaleza street, situated at the northeast corner of Fortaleza street and the street passing in front of the Santa Catalina Palace.

7. The ground covered by the stables and sheds to the west and south of Concepcion Hospital, near the Santa Catalina Palace.

8. The land occupied by and pertaining to the building known as No. 3 Fortaleza street, including that occupied by the building on the south side and gardens pertaining thereto, all of which are now the residence and offices of the commanding general of Porto Rico.

9. The land occupied by and pertaining to the defensive sea wall, commencing at the eastern extremity of the garden pertaining to the artillery workshops and No. 3 Fortaleza street and extending westerly and northerly to the point at which Sol street extended south would intersect the water front; the guns now mounted within this area to be removed.

10. The land occupied by and pertaining to the San Sebastian Powder Magazine, but not including any land between said magazine and the defensive walls to the north thereof.

11. The building on Sol street west of San Sebastian Powder Magazine, and which was used as a guardhouse for said magazine.

12. All the land lying north of the military road from Cristobal Colon Plaza in the city of San Juan, including the present quartermaster's corral and stables, bounded on the north and east by the land set aside for military uses, as per recommendation (*a*), with right of removal of the temporary shops, sheds, and stables erected on this land by the United States.

13. The plat of ground at Aguadilla which is the site of the present barracks and battery at that place.

14. The piece of ground near to and north of the playa at Mayaguez, including the iron pier thereat, and including also the guardhouse and small fortification thereon.

15. The piece of ground at the playa at Ponce which is the site of the small fortification, and where is now installed the refrigerating plant of Messrs. Swift & Co., which plant is not owned by the United States or Porto Rico, and right of removal of plant is retained by owners.

16. The land and building constituting the present military barracks and hospital at Aibonito, but right is reserved of removal of the present temporary stables thereon.

17. The land near Isabela II, on the island of Vieques, occupied by and pertaining to the fort and barracks thereat, but not including the light-house reservation.

18. The land constituting the island of Punta Salinas, lying about 4 miles west of San Juan, and the battery thereon.

Second. The board also makes the following recommendations, which, though not literally covered by the duties assigned in the order, appear pertinent thereto, and the consideration of which at this time will greatly aid the settlement of all public-land questions now pending in the island.

(*a*) That all lands and buildings above enumerated as not needed by the War or Navy Departments be transferred to the insular government, with provisions noted

below, for the use and benefit of the people of Porto Rico, and all military servitude building restrictions thereon existent on any part be removed.

(b) That all lands and buildings in the island of Porto Rico and adjacent islands and keys east of seventy-fourth meridian of west longitude, not enumerated as required for War, Navy, or Treasury Department use, and other than those recommended for immediate transfer to the insular government, be ceded thereto from time to time as it becomes evident that they will not be required for military or naval purposes, or for light-houses, marine hospitals, agricultural experiment stations, or other useful and necessary Government purpose.

(c) That the island of Miraflores lying in the inner harbor of San Juan, including the buildings thereon, be transferred to the Treasury Department as a site for a marine hospital, if desired by that Department.

(d) That suitable land of 300 feet frontage (shown on inclosure 2), situated on the harbor shore on the west side of bay immediately north of Isle Grande, the control of which was vested in the Spanish board of harbor works, be reserved for military and light-house purposes, to be utilized as torpedo and buoy depots.

(e) That in consideration of the valuable properties recommended for cession to the insular government, the said government shall acquire, clear the title, and cede to the United States free of expense certain lands in addition to the present reservations in the vicinity of the posts of Mayaguez, Ponce, and Henry Barracks (Cayey), which additional areas, in the opinion of the board, are absolutely essential to their proper use as military posts, to wit:

At Mayaguez, 45 acres adjacent to the barracks and hospital, as shown on inclosure.

At Ponce, 35 acres adjacent to the barracks, as shown on inclosure.

At Henry Barracks, 390.43 acres adjacent to the barracks, as shown on inclosure; and further, the title of the United States in these lands shall be made good and valid to the satisfaction of the Attorney-General of the United States.

(f) That the obsolete fort of San Geronimo, on the east end of San Juan Island, with land adjacent thereto on the east of San Ramon battery and connecting works, be transferred by the War Department to the Navy Department as a site for a naval hospital, if such should be desired by the Navy Department.

(g) It having been represented to the board that certain military lands, which the board has recommended for retention in the island of San Juan, are temporarily occupied by the municipal authorities, and that others are incumbered by temporary privileges granted, the board recommends that the municipal authorities be required to vacate all such properties and relinquish any privileges heretofore granted therein.

Cases in point are a temporary city hospital in the Santa Rosa bastion, a city pound in the Santo Domingo bastion, a War Department building in San Sebastian bastion, partly used as a city hospital, and a grazing privilege which incumbers the land reserved at east end of island for camp and drill ground, etc.

To effect the execution of the above recommendations, if approved, the board respectfully suggests suitable legislation by Congress in order that the Porto Rican people may be able to utilize the military property not now required by the United States, and that the United States may secure without financial outlay certain private lands which are indispensably necessary to the accommodation of the troops. Draft of an act as a suggestion to accomplish this result is attached hereto, inclosure 20.

In conclusion, the board submits the following statement explanatory of its recommendations, and throwing light on the questions of titles to property both in law and equity, also of naval establishments, seacoast defense, insular garrisons, etc.

The specific duty assigned to the board is "to make examination and report to the Secretary of War respecting the part of the public lands (except the naval station) belonging to the United States in Porto Rico required for the use of the military and naval establishments."

Before the board could reach a conclusion as to what part of the public land will be needed by the Army and the Navy, it became necessary that these public lands should be identified and examined as far as practicable. Involved in the determination of this question was another, which may be thus stated:

In what does the title of the United States to public lands in Porto Rico consist? The answer to this question the board finds in Article VIII, first paragraph, of the treaty of Paris, which is as follows:

"In conformity with the provisions of Articles I, II, and III of this treaty, Spain relinquishes in Cuba, and cedes in Porto Rico and other islands in the West Indies, in the island of Guam, and in the Philippine Archipelago, all the buildings, wharves, barracks, forts, structures, public highways, and other immovable property which, in

conformity with law, belong to the public domain, and as such belong to the Crown of Spain.”

The board finds, then, the public lands, the ownership of which was in the Crown of Spain, and which is now in the United States, are of four general classes:

First, all the lands occupied by fortifications, arsenals, magazines, barracks, hospitals, quarters, storehouses, and the grounds connected therewith and pertaining thereto;

Second, also the lands not so occupied but which were left vacant because private ownership and occupation would have interfered with the fire of guns in position or the fire of small arms from the minor defensive works.

Third, all the lands occupied by light-houses, of which there are fifteen in Porto Rico, and some of which are situated on lands of which the ownership is apparently in private individuals.

Fourth, various tracts of land, generally in small areas, scattered throughout the islands.

Of this last class of lands there exist no complete data as to the extent or location, but as respects the land in the first category, their location, extent, and physical features are quite accurately known, and these are the only lands concerning the use of which there is a question before the board.

The extent of these lands is limited. About one-third of the total area of San Juan Island that is adapted for building sites was held by Spain as military reservations, and was occupied or used by the army. At Aguadilla is an acre; at Mayaguez about $5\frac{1}{2}$ acres; at Aibonito some 20 acres, with Government title not clear; at Henry Barracks (Cayey) 11 acres, and on the island of Vieques are two tracts of 14 acres, total, and there are also several small island possessions.

All these lands, together with the buildings and fortifications thereon, were formally transferred to the United States’ representatives of the evacuation commission on or shortly before October 18, 1898, and are described in the accompanying report of the commission inventories as lands and buildings belonging to the War Department. As such they were received by the United States’ representatives of the evacuation commission.

At Ponce are three small tracts occupied by military buildings, having an aggregate area of about 18 acres, which were seized by the United States Army at the time of the landing of our troops, and have since been held as War Department properties.

The legal title of the United States to these lands and the fixed improvements thereon appears to the board to be clear and incontestable. As a claim has been made that a title in equity rests in the insular government to buildings in Porto Rico, the property of the United States, on the grounds that those buildings were constructed with insular funds, the board desires to state, as a well-known historical fact,* that during the eighteenth and early part of the nineteenth centuries, a very large part of the fortifications and buildings in Porto Rico were constructed with funds drawn from Mexico and other Spanish colonies, and provided by Spain. (For details, see correspondence between the president of the board and Governor Allen on this subject, inclosure 19.)

In order that an intelligent conclusion could be reached as to the necessity of retaining the tracts of land, something had to be assumed by the board as to the extent to which the island would be fortified and as to the force of troops that would be retained for service on the island.

The President has set aside by Executive order (inclosure 16) a tract of public land at San Juan for use as a naval station, should Congress decide to utilize it; so the board has recognized the necessity to make provision for a navy-yard or repair and coaling station. There appears to be a possibility of an ultimate decision not to use this tract for naval purposes, in view of which the board has made recommendations bearing on land contained within its limits. If, however, it is determined to carry out the original idea and establish a naval station within the area described in the President’s proclamation, then the recommendations of the board relative thereto are to be null and void.

As the board is not instructed as to the military policy of the Government with respect to Porto Rico, the board acted on the assumption that the island would be held and defended with such means as were deemed necessary, and in view thereof made the provisions that seemed best for seacoast defense and distribution of troops.

The city of San Juan, situated on an island, is the capital of Porto Rico, and since

*Vide *Viaje á la Isla Puerto Rico 1797*, by Ledru, pp. 160-162; *Reseña a del Estado Económico y Industrial, de la Isla Puerto Rico*, by Coll y Toste, pp. 386-387, 1899; *Memorias de la Puerto Rico*, 1832, by Tomás de Córdova, Tomo III, pp. 51 and 315-316.

its harbor is landlocked and deeper and more capacious than any other harbor in the island, it possesses a national importance which, in the opinion of the board, demands that the defenses should be such as to protect the city and harbor against any probable attack by land and sea from an enemy having the largest resources of men and ships.

The B. L. R. guns and howitzers of 15, 21, and 24 cm. caliber, now mounted in the principal forts, are of foreign manufacture and of less ballistic efficiency than guns of similar caliber manufactured in the United States. The board is of the opinion that a considerable number of modern guns, high-power as well as rapid-fire, should be added to the armament, and has, therefore, reserved lands for their emplacement when the enabling appropriations become available for the construction of works; lands are also reserved for the necessary free and convenient communication along the defensive line.

As respects the number of troops that should be permanently stationed in Porto Rico, the board invites attention to the remarks of the present department commander which are contained in the last annual report of that officer to the Adjutant-General of the Army. It bears date of August 15, 1900. These remarks are as follows:

“GENERAL REMARKS UPON THE FURTHER MILITARY POLICY.

“As will be seen from the foregoing description, all the barracks, save for two companies, are on the seacoast. The whole are adequate for twenty-two companies, although Spain habitually quartered in them a force of more than twice those numbers.

“For two or three years there has been no yellow fever in Porto Rico. When there shall be another visitation the troops should be moved to the elevated interior. The best places for refuge camps are Cayey and Aibonito. These two points should therefore be held for contingent use if the force to be permanently retained in Porto Rico is more than two battalions.

“The law of Congress respecting the organization of a temporary government for Porto Rico provides that there shall be two houses in the insular legislature, one of them elective. The election for members in the lower house has not yet been held. When the organization of the civil government shall have been completed and the civil machinery is all in proper adjustment and working well, there will be no necessity to retain in this island so large a force as at present. The reduction of the garrison to an aggregate of eighteen companies can certainly be made, and perhaps a still greater reduction. Troops ought never to be distributed in smaller garrisons for any considerable time than in battalions of four companies.

* * * * *

“If it should be decided to limit the garrison to a force just sufficient to take care of the guns of position at San Juan, a course which I can not conceive possible, then all the barracks, military lands, etc., would be given up, but the island of Porto Rico must have in the future, as it had in the past, great military importance. It was three times attacked by the English and once taken by that nation. It was attacked by the Dutch and the capitol occupied, all except one fort. During the seventeenth century Spain expended more than four million dollars in the fortifications of San Juan, and upon surrender to the United States by Spain the fortifications were found to be of great strength and armament extensive. It is inconceivable that the United States will leave the islands without adequate protection of men, ships, and guns—the only island owned by the United States in the West Indies.

“Land for a naval station has already been reserved by Executive order, and a coaling and repair station will probably be erected at San Juan.

The present armament should be increased and modernized and a sufficient force of artillery kept here for care of the guns.

“This naval and military force, supplemented by two battalions of regular infantry and two battalions of natives (one of the latter mounted on native horses) seems to me as sufficient but not too large for a permanent garrison for Porto Rico.”

* * * * *

To man the guns estimated by the board as necessary for the defense of San Juan, including those now in place, supplying one relief and making due allowance for the sick, absentees, cooks, and others engaged in post administration, will require about six hundred artillerists.

Fortunately, everything needful in the way of barracks, quarters, hospitals, store-houses, etc., is already provided and nothing additional is necessary at San Juan. There are also ample and favorable sites on public land for the additional guns, which must be extended along the sea fronts of San Juan to the neighboring islets, Cabras and Cañuelo. The Spanish dispositions left suitable vacant space near Morro and the barracks for drill ground, etc.

That the island of Porto Rico must become an important naval base for any operations in the neighboring waters is self-evident; but beyond the fact that the Navy Department is utilizing the existing naval facilities in San Juan and that the President has taken the precaution of reserving certain public lands in San Juan for a development of the existing naval resources nothing is known to the board as to the plans of the Government respecting military and naval defense.

It is, however, known to the board that experts have expressed the opinion that the site for a new naval station designated in the President's Executive order is not as favorably regarded as that where the Spanish naval station was located. The latter is situated in a ward of the city called the Marina, which embraces some 25 acres of public and private land. By reclaiming contiguous submerged mud flats, as has been suggested by naval experts, its area will be easily doubled. About half of the Marina Ward consists of public land, and something more than half of this half pertains to the War Department. The board recommends that all public lands within the Marina Ward be transferred to the Navy Department for naval purposes. All the accessories of a naval station, save a hospital, can find ample space in the Marina for development by including the private land in the Marina and the reclamation of the mud flats. The hospital should be detached from the yard, and the board has made provision for this annex at the east end of San Juan Island, $1\frac{1}{2}$ miles distant, on the site of an obsolete Spanish fort called San Geronimo, a space adjoining to be also utilized, if desired.

Reserving all the public lands on the channel and sea front of San Juan Island for military purposes, and reserving also a tract of some 93 acres at the east end of the same island for a drill ground, light artillery and wagon park, and necessary camp ground for a garrison in case of war, some 50 acres of public land now adapted for building sites, and extensive areas of other land that may be reclaimed, will remain which are not now needed for military or naval purposes, and this can very properly be transferred to the government of Porto Rico, by this means affording space over which the city can expand and grow, following generally the action outlined in the Spanish royal order of April 27, 1897. Such an extension must follow the commercial and industrial development of the capital city, and no other space for its growth is available save the public lands that have been held by Spain for military purposes, and which the board now recommends be released to the insular government.

Regarding the military situation generally, the board remarks that it seems to be certain that for some years a considerable force must be maintained in Porto Rico. The island has just been released from arbitrary control, and while measures have been initiated for the establishment of a government that offers a very large extension of local self-control, yet the people are unused to the exercise of local autonomy. The development and building of a State with the materials here found must be slow, and the continued presence of troops will as greatly aid the inhabitants here in coalescing and developing into a government of and by the people, as the troops have aided our own people in accomplishing the same result throughout the vast region west of the Mississippi River, and are now aiding the people in Alaska in the same direction. Following the withdrawal of the Spanish troops come a period of unrest, and opportunities were sought by the lawless for avenging past wrongs done by Spanish masters. While strenuous efforts were made by the American troops to repress the handitti who infested the island, yet the criminal class has been, and it is feared still is, only partially overawed and controlled. The number of homicides has been much greater since the release of Spanish control than it was during the last years of arbitrary government by Spain. To now withdraw the troops would, it is feared, encourage the lawless and retard industrial and social development. The maintenance in Porto Rico of a United States force of, say, one regiment, in addition to the artillery, the board believes should be the minimum peace garrison of the island.

The success that has attended the experiment of utilizing the natives for local military service justifies the board in suggesting that the Porto Rican regiment be filled to the complement of strength for a 3-battalion organization, and these should be quartered at the three stations of Ponce, Mayaguez, and Henry Barracks. At these places Spain left commodious barracks, especially at the first two places, and by adding some additional buildings at small expense very satisfactory posts would result, adequate to all present and probable future needs.

From these posts troops could be moved very expeditiously to any locality on the island, and the cost of maintenance will be very moderate, as water transportation will be available for reaching Ponce and Mayaguez, and an excellent highway traverses the island from San Juan to Ponce via Cayey (Henry Barracks).

At Aguadilla and on the islands of Viequez and Punta Salinas are small fortifications, but at neither point does the board believe any need exists for a garrison. During the eighteenth century Spain erected small masonry works at the ports of Ponce and Mayaguez, but they now have no military value and their abandonment is recommended; but the present barracks at each of these places should be maintained, as has already been noted, and space secured for their proper and necessary improvement. It has seemed to the board that the island government can well afford to provide the additional space needed for the accommodation of these troops, who are natives of Porto Rico.

The recommendation relative to Miraflores Island was made in furtherance of a desire, which has been expressed by the Treasury Department, to occupy that island as a marine-hospital station.

Very respectfully, your obedient servants,

GEO. W. DAVIS,
Brigadier-General, U. S. Vols.,
Colonel Twenty-third Infantry, U. S. Army.

YATES STIRLING,
Captain, U. S. Navy.

GEORGE L. GILLESPIE,
Colonel, Corps of Engineers, U. S. Army.

HENRY C. HASBROUCK,
Colonel Seventh Artillery, U. S. Army.

C. A. F. FLAGLER,
Captain, Corps of Engineers, U. S. Army,
Recorder.

[Inclosure 1.]

Transcript from appendixes to proceedings of Evacuation Commission for the island of Porto Rico, embodying the transfer of War Department buildings on the island of San Juan, together with a valuation and description of each.

RECORD OF DELIVERY AND RECEIPT OF THE MILITARY BUILDINGS EXISTING IN THE GARRISON OF SAN JUAN, PORTO RICO.

Commissioner for Spain, Don Eduardo Gonzalez, commander of engineers; commissioner for the United States.

The commissioners for Spain and the United States of North America met in the fortified city of San Juan at 8 a. m. on the — of October, 1898, when the former delivered to the latter the following buildings as per specifications appended hereto:

The Ballaja Barracks, the San Francisco Barracks, the Santo Domingo Barracks, the San Sebastian powder magazine, the Santa Elena powder magazine, the San Geronimo powder magazine, the Milaflores powder magazine, the San Sebastian guardhouse, the Santa Elena guardhouse, the San Geronimo guardhouse, the royal fortress (palace), the military government building, the military hospital, the yellow fever hospital, the "Casa Blanca," the staff pavilions, the Norzagaray pavilions, the old engineers' blacksmith shop, the "Canta Gallo" guardhouse, the riding school, the Santa Tomas guardhouse, the Barracks of Santo Domingo bulwark, the San Augustin guardhouse, the San Juan guardhouse, the Conception school, the Cristo shed, the engineers' storehouse at the Marina, the San Francisco de Paula guardhouse, the "La Palma" guardhouse, the Santo Toribio guardhouse, the military shooting gallery, the Puerta de Tierra Barracks, the "Morro" castle, the northern precinct of the garrison, the San Cristobal castle, the Princesa battery, the Santa Teresa battery, the "Escambron" battery, the San Geronimo fort, the first line of defense, the second line of defense, the San Ramon battery and protection E, and the south front of the garrison; the whole amounting, according to appraisement made by the engineering department of San Juan, to the sum of \$4,178,480 pesos.

Received the above-described public buildings and works of the garrison of San Juan, P. R., from the representative of the Government of Spain, under the control of the war department of said Government, for and on behalf of the War Department

of the Government of the United States, at San Juan, P. R., this 17th day of October, 1898. Said buildings and works are received without valuation by the undersigned.

GEO. W. GOETHALS,
Lieut. Col. and Chief Engineer, U. S. Vols.,
Capt., Corps of Engineers, U. S. Army.

Entregue:

EDUARDO GONZALES,
El Cte. de Ingenieros.

JAS. ROCKWELL, JR.,
Lieut. Col. and Chief Ordnance Officer, U. S. Vols.,
Capt. of Ordnance, U. S. Army.

J. M. CARSON, JR.,
Major and Chief Quartermaster, U. S. Vols.,
Capt. and Asst. Quartermaster, U. S. Army.

SPECIFICATIONS.

Inventory of military buildings in the garrison of San Juan.

[Engineering department, subinspection of engineers of Porto Rico.]

Barracks of ordinary construction.	Powder magazines.	Other buildings.	Superficial capacity.	Cubic capacity.	Force or material containable therein.	Appraisal.	Remarks.
Ballaja barracks .....	.....	.....	<i>Sq. meters.</i> 21, 070	<i>Cubic meters.</i> 194, 800	1 battalion of 4 companies.	\$984, 000	This building consists of ground, main, and second floors. On emergency it is capable of lodging up to two battalions. It has pavilions for all the chiefs and officers of a battalion. Of the 21, 070 m. 4, 670 are taken up by the courtyard and garden. Recently the foundations of the northern portion of the western wall have been strengthened. Part of the north front is now uninhabitable owing to damages received during the bombardment.
San Francisco barracks .....	.....	.....	7, 540	17, 400	1 battalion of 4 companies in time of peace.	225, 000	This barrack has pavilions for one chief and aid, with rooms for offices and stores. It is a ground and top floor building. Of the 7, 540 square meters 2, 290 are taken up by courtyards. Its condition for barracks is bad.
Santo Domingo barracks .....	.....	.....	6, 138	26, 880	1 mountain battery.	182, 000	In this building the audiencia (supreme court) is now installed, pursuant to royal order of Nov. 27, 1879, same occupying the north, west, and part of the south front of the main floor and the western part of the ground floor. The rest of the ground floor is taken up by offices of the military administration, with pavilions for the chief and two officers annexed to this building. There are constructed three pavilions where a mountain battery is lodged. Of the 6, 138 m. 1, 580 are covered by the courtyard.
	San Sebastian powder magazine.	.....	337	2, 262	184, 000 kilograms of powder.	11, 300	This magazine was, by royal order of Dec. 31, 1886, assigned for a pharmaceutical laboratory and subsequently, by order of his excellency the captain-general of this island, it was handed over to the artillery corps for a depot of projectiles.

Santa Elena powder magazine.	378	2, 268	239,250 kilograms of powder.	.....	It is situated on the Morro camp and at present contains cartridges.
San Geronimo powder magazine.	309, 70	1, 610. 40	230,000 kilograms of powder.	9, 300	Recently an earth emplacement or shoudering wall was built to protect this magazine against shots from the sea.
Miraflores powder magazine.	348, 50	996. 64	230,000 kilograms of powder.	10, 400	This magazine has suffered some damage from the powder explosion which recently occurred on the wharf.
San Sebastian guard-house.	144	720	.....	3, 600	This guardhouse belongs to the powder magazine of the same name. It is at present used as a chief's pavilion.
Santa Elena guard-house.	250	1, 120	.....	6, 250	This guardhouse belongs to the magazine of the same name.
San Geronimo guard-house.	170	765	.....	4, 000	Belongs to the magazine of that name.
Miraflores guard-house.	175	700	.....	4, 100	Belongs to the magazine of that name. Its walls are cracked owing to a powder explosion.
Royal fortress (palace).	5, 646	12, 539	.....	400, 000	This building is the palace of his excellency the captain-general of this island. Within it are also installed the offices of the general government, and of the staff. Of the 5,646 m. 1,840 are occupied by courts and gardens. His excellency's apartments were recently decorated.
Military government building.	3, 086	10, 272	.....	150, 000	Occupied with the museum and park of artillery, apartments of his excellency the military governor, and dependencies thereof. It consists of a ground and main floor. Of the 3,086 square meters 500 are taken up by the court and garden.
Military hospital	11, 627	37, 000	.....	500, 000	Devoted to the service indicated by its name. In it are installed the offices of the army pharmacy. This building is under obligation to supply 30 beds, and assistance to patients from the municipality. It consists of ground and main floor. Of the 11,627 m. 828 are taken up by the court.
Yellow fever hospital.	.....	7, 074	90 patients.	75, 000	It is composed of three isolated pavilions with six halls for patients and others for general dependencies, kitchens, dissecting room; all are ground-floor constructions and stand within a masonry inclosure; the work is not yet finished.

Inventory of military buildings in the garrison of San Juan—Continued.

Barracks of ordinary construction.	Powder magazines.	Other buildings.	Superficial capacity. <i>Sq. meters.</i> 2,150	Cubic capacity. <i>Cubic meters.</i> 9,980	Force or material containable therein.	Appraisalment.	Remarks.
Santo Domingo barracks..	Royal fortress (palace.)	Casa Blanca.....				\$86,000	In this building are installed the engineer's park and workshop. The offices of the engineering department, subinspection and garrison commander, with pavilions for chiefs and officers. It consists of ground floor and partly ground and main floor.
		Park of artillery.....	2,103	5,844		73,000	Occupied with the artillery offices and workshop, and pavilions for chiefs and officers. It consists of ground floor and part of upper floor. Of the 2,103 m. of surface 280 are taken up by the courts.
		Staff pavilions (built with funds of the corps and belonging to them). Norzagaray pavilions (as the preceding one).	1,022	2,997		31,000	Intended for the use indicated by the name. They consist of ground floor and main floors.
		Engineers' old blacksmith shop (as the preceding one). Santa Gallo guard-house.	1,500	3,740		60,000	These pavilions consist of two independent buildings, one with two floors, having eight pavilions in all for artillery officers.
		Riding school (built with funds of the Corps and their property). Santo Tomas guard-house.	414	699		12,000	Destined for two officers' pavilion; was recently repaired and reformed.
		Barracks in the Santo Domingo bulwark (Barracones). San Agustin guard-house.	90	360		1,800	Destined for an officer's pavilion; was repaired recently.
			58,644	4,867.45		5,000	Built for the purpose indicated by its name; was afterwards destined for storage of artillery.
			68	283		680	Destined for storage of artillery, and is in fair condition
			428	1,426		2,000	Used as a pavilion for officers.
			285	912		7,100	Designed as pavilion for two chiefs. Is at present occupied with a force of artillery.
		San Juan guardhouse.	177	844		8,900	Designed for officers' pavilion; it has recently been repaired and its main floor raised.
		La Concepcion shed..	244	750		1,200	Occupied with the archives of the general government and escort of his excellency the captain-general.

El Cristo shed	110	330	.....	550	Occupied with the dependencies of the military government.
Engineers' storehouse at the Marina.	1,361	740	.....	1,500	Consists of a wooden barrack covering 185 square meters, the remainder is not yet built.
San Francisco de Paula guardhouse.	1,326	2,463.32	.....	13,000	Occupied with the military bakery; has a covered surface of 615 square meters, the remainder being court.
La Palma guardhouse	108	324	.....	3,000	Destined for an officer's pavilion.
Santo Toribio guardhouse.	106	264	.....	2,100	Handed over to the board of public works by order of his excellency the captain-general, dated Dec. 10, 1888.
Military school gallery.	140	562	.....	1,400	It is a barrack for protection against the weather while practicing.
Puerta de Tierra barracks (constructed with funds of the corps, the one known as "Balet" being their property).	1,039	4,156	.....	15,000	It consists of a wooden barrack occupied with five pavilions for officers; another, standing alone, for a chief, and a small masonry building intended for the same use.
Morro Castle .....			.....	500,000	This castle consists of several floors, with vaults for dependencies and pavilions for the governor and a garrison of four companies, with their officers. It has several batteries, distributed as follows: In the macho there are placed three cannons of 15 cm. and two howitzers of 24 cm.; in the Carmen Battery, two cannons of 15 cm. These pieces have all their field magazines. Exterioy the building has the annexed batteries of San Antonio, with three 15-cm. cannons and a vaulted magazine, and the battery of San Fernando, with four howitzers of 21 cm., with earth parapets and traverses.
Precinct north of the garrison.			.....	100,000	This precinct consists of a masonry wall running from Morro Castle to San Cristobal Castle, with intermediate bastions. It is nearly 2,000 m. long by an average of 7.5 m. high and 4 m. thick. All along the precinct there is a belt of land 10 m. wide belonging to the State.

Inventory of military buildings in the garrison of San Juan—Continued.

Barracks of ordinary construction.	Powder magazines.	Other buildings.	Superficial capacity. <i>Sq. meters.</i>	Cubic capacity. <i>Cubic meters.</i>	Force or material containable therein.	Appraisal.	Remarks.
San Cristobal Castle						\$275,000	This castle consists of a single floor with vaults, and in the center there is a construction for lodgings, vaulted or arched, with capacity for one company, magazines, pavilion for the chief and dependencies. Over the north vault of the court it has a battery of two 15-cm. cannons, over the macho a howitzer of 24 cm. and in the parade ground two howitzers of 24 cm.
Exterior works						30,000	The ravelin of San Carlos has two floors, in the first of which are the vaults that serve as magazines for the three cannons of 15 cm. that are in the Trinidad consists of three vaults in each of the lower floors, the upper one forming an esplanade limited by embrasures. This construction is partly destroyed by the work of enlarging the city. The "Abenico" fort consists of a vault over which there is an esplanade with three embrasures, converging into a single one separated from the others by a wet ditch.
		La Princesa Battery				175,000	The grounds of these works and the intermediate space between them and the ditches of San Cristobal cover 70,000 square meters.
						45,000	This battery consists of two cannons of 15-cm. and two howitzers of 24-cm., with casemated magazines and hospital in the traverses or screens and with other quarters for garrison, arm exercises, etc.
		Santa Teresa Battery				17,800	This battery consists of two cannons of 15-cm., with quarters similar to those of the preceding one, excepting the hospital.
		Escambron Battery				12,900	This battery consists of 2 howitzers of 24-cm., with quarters like those of the preceding ones.

Fort San Geronimo.....	.....	.....	.....	.....	25,000	This fort consists of two floors with capacity for a small garrison, and in the upper floor it has an esplanade limited by parapet with embrasures. It consists of a parapet partly with ditch and scarp wall.
First line of defense.....	.....	.....	.....	.....	2,500	It consists of a parapet with ditch and scarp wall.
Second line of defense.....	.....	.....	.....	.....	2,500	It consists of four esplanades with traverses for 12-cm. pieces, with magazines and platforms for the pieces and shelters. Shelter or Protection E is unfinished, and consists of 4 lodgments for 200 men, platforms and magazines for rapid-fire guns, and other dependencies. The concrete screen is wanting.
San Ramon Battery and Shelter E.....	.....	.....	.....	.....	28,000	Santa Elena Battery consists of 3 cannons of 15 cm.
					8,000	The San Agustin Battery has 2 guns of 15 cm., 2 howitzers of 21 cm., and bombproof magazines.
					12,000	The Santa Catalina Battery has 1 cannon of 15 cm.
					2,000	The Concepcion Battery has 1 cannon of 15 cm.
					3,000	The south precinct consists of a wall nearly 1,000 m. long, by an average of 7.5 m. high and 4 m. thick, forming intermediate bastions. A belt of land 10 m. wide belonging to the State runs along its entire length.
South front.....	.....	.....	.....	.....	37,500	

[Inclosure 2.]

LISTS OF BUILDINGS AND LIMITS OF LAND TO BE RETAINED BY THE WAR AND NAVY DEPARTMENTS IN THE ISLAND OF SAN JUAN.

For the War Department:

First. A tract of land as follows:

Beginning at the point where the north side of Sol street produced intersects the outer face of the bastioned wall, thence northwest and east along the foot of said wall to the salient of the Santa Elena bastion, thence along the shore around El Morro to a point opposite the left shoulder angle of San Antonio bastion, thence direct to the foot of the wall at this angle, thence along the base of the bastioned wall to the right curtain angle of Santa Rosa bastion, thence along a line drawn parallel to the elements of the bastioned wall and 15 meters in front thereof to the left shoulder angle of San Sebastian bastion, thence direct to the shore in prolongation of the scarp of the left flank of San Sebastian bastion, thence along the shore around Escambron Battery and San Geronimo to a point opposite that where the military road emerges from the first or most eastern line of defense, thence direct to the north side of the military road at this point, thence along north side of said road to a point 50 feet in rear of the interior slope of the second line of defense, thence parallel to said line to a point opposite the salient in said line, thence westerly along a line parallel to the military road to the northeast corner of the private land adjacent to the shooting gallery, thence perpendicular to the shore line to a point 30 feet inside (or south) of the suggested route of the military road along the shore, thence westerly parallel to and 30 feet from southern edge of said road to a point nearly opposite to the barracones, thence 295 feet bearing S. 68° W., thence 115 feet bearing S. 6° E., thence 410 feet bearing S. 84° W., thence 190 feet bearing N. 6° W., thence 531 feet bearing N. 61° W. to a point 30 feet south of suggested route for military shore road, thence parallel to and 30 feet from said road as before to a point due south of western salient of Abanico, thence 96 feet bearing S. 16° E., thence 220 feet bearing S. 74° W., thence 131 feet bearing N. 16° W., thence 30 feet from and parallel to said road to the point where it emerges into Norzagaray street, thence along the east side of Norzagaray street to the south corner of Canto Gallo building, thence along a meandered line following the southern limit of War Department property connected with the bastioned wall to a point opposite the middle of the gorge of Santo Domingo bastion, thence along the sides of the sunken road to the cemetery to its intersection with the street east of Ballaja Barracks, thence along west side of said street to the southeast corner of Ballaja Barracks, thence along the north side of Beneficencia street to the southwest corner of the barracks gardens, thence along west boundary of barracks gardens and Morro camp to northeast corner of the streets lying east and north of the Beneficencia building, thence west along north side of street north of said building, thence along west side of street west of Beneficencia building to the point where it intersects the north side of Sol street produced, thence along said produced side to the outer face of the bastioned wall.

Second. All buildings, fortifications, and other structures on said lands.

Third. The land constituting the Casa Blanca reservation with the houses, shops, corral, storerooms and other structures thereon.

Fourth. El Cristo shed, the land on which it stands and the land south thereof extending to the bastioned wall.

Fifth. La Palma and San Justo bastions, the walls thereof and the wall connecting them, the land embraced in the bastions and the buildings thereof.

Sixth. The land on which San Francisco Barracks and adjoining quarters stand and the buildings thereon.

Seventh. The plat of land south of Cristobal Colon plaza on which are located the military ovens and the buildings thereon.

Eighth. The land on which the Artillery Park is located (north end of Cruz street) and the buildings thereon.

For the Navy Department:

First. All public land the property of the United States in the Marina ward south of the Paseo de la Princesa.

Second. The park bounded by the Paseo de la Princesa, the Presidio, the bastioned wall, and a line drawn south from the salient of San Justo bastion.

Third. All land the property of the United States lying south and west of the bastioned wall from Concepcion battery to the salient of Santa Elena bastion.

[Inclosure 3.]

DRAFT OF AN ACT SUGGESTED AS LEGISLATION TO EFFECT THE RECOMMENDATIONS OF THE BOARD.

Be it enacted, etc.

That the President be, and he is hereby, authorized, in his discretion from time to time, to transfer and convey to the government of Porto Rico, which was authorized to be established by the act of Congress approved April 12, 1900, for the use and benefit of the people of Porto Rico, all property, except such as may be set aside and reserved for military and naval purposes, and for light-houses, marine hospitals, agricultural experiment stations, or other useful or necessary government purpose, which may have been acquired in Porto Rico by the United States under the cession of Spain in the treaty of peace between the United States and Spain, entered into on the 11th day of April, 1899. The property contemplated is buildings, wharves, barracks, forts, structures, public highways, bridges, telegraph lines, and other immovable property, but not including guns, gun mounts, and hoisting cranes, which, in conformity with law, belong to the public domain and as such belonged to the Crown of Spain, including all property which at the time of cession belonged under the laws of Spain then in force to the various harbor works boards of Porto Rico, except a site for a torpedo depot and light-house depot, and all the harbor shores, docks, slips, and reclaimed lands, but not including harbor areas or navigable waters: *Provided*, That the governor of Porto Rico, acting in pursuance of the authority of the legislative assembly, shall have transferred and conveyed to the United States free of cost a good and valid title, satisfactory to the Attorney-General of the United States, to and over certain private lands adjacent to the military posts of Henry Barracks, Ponce, and Mayaguez, which lands are described in the report to the Secretary of War of a board of officers appointed by authority of the President on November 17, 1900, and whose report is dated December 15, 1900; but the total area of all such land to be transferred and conveyed by the insular government, as aforesaid, shall be limited in area to not exceeding 475 acres.

APPENDIX I.

HURRICANE RELIEF.

- EXHIBIT 1. Report of the central Porto Rican relief committee.
2. Audit of relief expenditures of receipts and issues.

EXHIBIT 1.

Hon. ELIHU ROOT,
Secretary of War, Washington, D. C.:

SIR: The central Porto Rican relief committee, appointed as such by you under letter issued from your office, dated August 19, 1899, was originally made up of the Hon. Cornelius N. Bliss, ex-Secretary of the Interior; Hon. Warner Van Norden, president of the National Bank of North America; Brig. Gen. Guy V. Henry, U. S. Army, formerly military governor of Porto Rico; the Right Rev. James H. Blenk, S. M., D. D., Bishop of Porto Rico, temporarily sojourning in the United States; William R. Corwine, of The Merchants' Association of New York, and the mayors of Boston, New York, Philadelphia, and Baltimore.

As speedily as possible after the receipt of your appointment notices were sent out in the name of the Hon. Cornelius N. Bliss, the gentleman first named on the committee, calling a meeting of the committee to be held at the National Bank of North America on the 31st day of August, 1899.

Besides the gentlemen designated by name in your letter of appointment, notice was sent to the mayors of the cities of Boston, New York, Philadelphia, and Baltimore.

A meeting was held at the time and place appointed. Those present were Mr. Bliss, Mr. Van Norden, General Henry, Bishop Blenk, the Hon. William T. Maister, mayor of Baltimore; the Hon. Randolph Guggenheimer, acting mayor of the City of New York, and William R. Corwine. The mayor of Boston had not responded to the notice at all, and the mayor of Philadelphia had written declining to serve on the committee.

On motions duly made and seconded, the following were elected officers of the committee: Hon. Cornelius N. Bliss, chairman; Hon. Warner Van Norden, treasurer; and William R. Corwine, secretary.

On motion duly made and seconded the National Bank of North America, which had been acting as the depository of the funds which had been collected up to that time, under the original appeal sent out by you to the general public for aid in helping to relieve the suffering of Porto Rico, caused by the hurricane which visited that island on the 8th of August, 1899, was continued as such depository.

Immediately thereafter, and working in connection with the War Department, the committee commenced buying and shipping medicines and supplies of food to an amount justified by the sum of money in hand. The first shipment was made on the U. S. transport *Burnside*, which sailed from Brooklyn direct to Porto Rico September 6. This shipment consisted of 300,000 2-grain quinine pills, 6 carboys of liquid potassi-arsenitis, 36,200 tablets of Warburg's tincture without aloes, 132,400 calomel pills, 1 grain each; 24 cases containing 2 gross of Gude's Pepto-Mangan.

The next shipment was made on the U. S. transport *McClellan*, sailing hence for Porto Rico September 13. The shipment consisted of 352,800 pounds of rice and 350,000 pounds of beans.

The next shipment, consisting of 350,000 pounds of beans and 350,000 pounds of rice, was divided up between the U. S. transport *Bufort*, sailing hence direct for Porto Rico September 20, and the Red D Line steamship *Philadelphia*, sailing September 23.

All of the above purchases were made only after bids were obtained, allotments being made to lowest bidders.

At about this time the committee received from the War Department a requisition for a large amount of medical and hospital supplies and stores. This requisition had been made originally by Col. J. V. R. Hoff, U. S. Army, in charge of the medical department of Porto Rico, and under orders from Brig. Gen. George W. Davis, military governor of the island of Porto Rico, acting as president of the board of charities of that island. This requisition had been duly indorsed by General Davis and transmitted to you. It was approved by the medical officers in charge at Washington, and by you indorsed over to the central Porto Rican relief committee, with the request that the requisition be filled if the funds in hand permitted. This requisition included over 200 separate items, and under a rough estimate it was feared that it would take all of the funds then in hand.

Upon writing you of the condition of the funds, you suggested that, inasmuch as these medical and hospital supplies and stores were sorely needed, it would be best to concentrate our efforts and money upon the filling of this order. Your instructions in this matter were carried out.

After conference with the medical purveyor of the Army in charge in this city, copies of the requisition were made in detail and sent to 27 different houses of responsibility who had been in the habit of making bids for medical supplies for use by the War Department. Notices were given that bids were to be received up to noon of October 2 and that the bids must be by item. The bids received up to that time were duly opened and were all entered in a special book, the allotments being made to the lowest bidders for each item. Many of the items called for could not be supplied out of stock in hand, and the articles had to be specially prepared in different parts of the country where factories were located. The shipments that could be filled first were rushed forward, and the orders were filled from time to time, the shipments continuing on various transports up to and through the month of November, some small shipments of straggling items being made in December.

At the time it was determined to fill this requisition it was feared that the amount of money in hand would be exhausted, but after that money continued to come in, a very large amount, aggregating \$15,691.45, being deposited through the Christian Herald. The efforts of this paper had been extending over a considerable period of time, and were the result of work done by your committee in enlisting the interest of Mr. Klopsch, the editor of the paper, who, through his columns and by means of special articles prepared by himself and the secretary of your committee, endeavored to create a sentiment in circles in which the paper was taken, whereby the work of the committee could be enlarged.

The food supplies which were sent as specified above cost.....	\$32, 805. 41
The medical and hospital supplies and stores, sent as above set forth, cost	11, 531. 48
In addition to these there were sent at different times miscellaneous supplies, consisting mostly of clothing, which cost.....	1, 235. 20
At the request of General Davis there was sent to him.....	500. 00
Making a total disbursed of	46, 072. 09

The expenses of the committee, which were for actual disbursements in typewriting, printing, postage, circulars, stationery, etc., were.....	\$2, 053. 16
Making a gross total of	48, 125. 25
The total amount received by the committee (a large proportion of which came in after the above shipments were made) amounted to	81, 090. 58
Less disbursements	48, 125. 25
Leaving a balance on hand of	32, 965. 33

The treasurer, Mr. Warner Van Norden, made a detailed statement to you under date of May 3 of this year. In this statement he gave the sources from which the various amounts contributed came, together with the disbursements, showing the balance on hand. There has been no change in the fund since then, owing to conditions which are referred to later in this report. We therefore ask that that report be attached hereto and made a part hereof.

No further shipments were made, as the War Department, under your orders, was supplying the food supplies necessary for the maintenance of life on the island, while the money in the hands of the committee was too small to be available for any considerable portion of such supplies, considering the volume required on the island each week as further requisitions were made upon the War Department by General Davis. The fund that was originally at the disposal of your committee was swelled almost entirely through the efforts of the committee.

Immediately after the organization of that committee, a subcommittee, consisting of Bishop Blenk, General Henry, and William R. Corwine, was appointed for the purpose of preparing an appeal or appeals to be sent throughout the country. An appeal of this character was prepared by the subcommittee, was printed and mailed to church and charity organizations in different parts of the United States and to banks throughout the entire country. It was also sent to the press, not only locally but by means of the Associated Press, throughout the borders of the land. The subcommittee also used such literature as it could obtain, and furthered the cause by having extracts printed and mailed in the same way.

The committee also handled and sent to Porto Rico large numbers of contributions made by charitable people in church and other organizations throughout the country, receiving them and reshipping them. Instead of hiring an office for carrying on its work, the committee designated the offices of the Merchants' Association as its headquarters, that organization, through William R. Corwine, having offered to do everything that was possible without any charge. The employees of the Merchants' Association also volunteered their services free of charge. The work that became necessary was quite heavy, the correspondence alone being very voluminous and filling three files of letters received and four letter books of letters sent.

The stenographer of the Merchants' Association did as much of this work as he could possibly do without interfering with his regular work. He, as well as other employees of the Merchants' Association, remained at the office nights to have the work cleaned up under Mr. Corwine's direction. The only expenses that were incurred in the transaction of the business of the committee and of the secretary's office were the actual expenses of printing and mailing and the extra stenographic work rendered necessary from time to time, together with such various incidental expenses of the secretary and of the Merchants' Association for messenger hire, postage, telegrams, and matters of that kind necessary to be incurred for the speedy transaction of the work in hand.

So far as the National Bank of North America is concerned, the work done there—in receiving contributions, keeping the accounts, paying the bills, and sending receipts for contributions—was all done without any charge to the fund.

As the receipts of money had grown considerably during the time the last shipments of medical supplies were being made, it was determined that, in view of the fact that the War Department was furnishing the large amount of supplies necessary each week, and as no more medical supplies would be necessary, certainly for a long period, it would be best to hold this fund in the bank.

Meanwhile Gen. Guy V. Henry had died and Bishop Blenk had long since returned to his work in Porto Rico. This left as the active members of the committee here Mr. Bliss, Mr. Van Norden, and Mr. Corwine. These gentlemen consulted frequently as to what ought to be done with the balance of the fund, and finally it was decided that the best application that could be made of the money would be to reserve it for the care of the orphans of those who had been killed by the hurricane and the floods of August 8, 1899. Mr. Corwine, secretary of the committee, at the request of the other members of the committee, consented to visit Porto Rico for the purpose of making

an examination into the conditions there, and of reporting whether this would be the best means of disposing of the money, and where and under what conditions these orphans could be cared for.

He left for Porto Rico April 15, made a thorough inspection of the conditions on the island, and returned, reaching here the latter part of May. His observations on the trip and the conclusions he reached were embodied fully in a report made to you, dated May 31 of the current year, and approved by you under date of June 20, 1900.

In concluding his report, Mr. Corwine said:

"In view of the conditions as set forth above, it seems to me that the best possible use that can be made of the balance now in the hands of the committee would be to erect and equip with 200 beds an orphan asylum in the city of Ponce under the jurisdiction of the municipal authorities of that city, to be operated by a commission to be composed of the mayor of Ponce, two members of the council of that city, president of the board of health, the chief sanitary officer, and the officers of the auxiliary branch in Ponce of 'The Woman's Aid Society of Porto Rico,' and the 'Porto Rican Benevolent Society,' that the plans submitted by Lieut. H. E. Eames, Eleventh Infantry, now chief sanitary officer of the city of Ponce, be adopted as the basis for the erection and equipment of such asylum; that the details of the work be left to the Right Rev. James H. Blenk, D. D., bishop of Porto Rico, who is a member of our committee, resident in the island of Porto Rico; that no bills for the work or equipment contracted for in Porto Rico be paid except upon his indorsement; that the total amount to be expended for this work shall not exceed \$6,000; that of the balance there shall be set aside small amounts to be donated to some of the general hospitals on the island, such as Bishop Blenk may be willing to point out as being worthy recipients of such small amounts, and that the main portion of the balance be retained for the support and maintenance of the orphan asylum for as long a period of time as the money will allow it to be supported, in connection with such annual appropriation as may be made by the city of Ponce for this work.

"I would further suggest that before this plan, if it be adopted, is communicated officially to the mayor of Ponce, the secretary be directed to write him, giving the general intention of the central Porto Rican relief committee, and obtaining from him a definite assurance of the amount of money that may be appropriated annually for the support of this institution."

Shortly after Mr. Corwine returned, papers were served on the Hon. Warner Van Norden, treasurer of the committee, in an action brought by a Mr. Edward Van Ness against your committee, wherein Mr. Van Ness set forth that he had contributed \$100 to the fund, through the banking house of H. B. Hollins & Co., on the 21st day of August, 1899; that his contribution, with others, had been turned over to the central Porto Rican relief committee on the 13th day of September, 1899; that the committee had a balance of the fund on hand; that the committee, therefore, had been negligent, in that it had not at once sent down all the money subscribed to Porto Rico, and asked that the committee be discharged, that a receiver be appointed, and that an injunction be issued against making any further disbursements.

The papers in the case were turned over to the firm of Dill, Bomeisler & Baldwin, counsel for the Merchants' Association, who were requested by Mr. Corwine to act in this matter. The committee was advised by Mr. Arthur J. Baldwin, of that firm, that it would be best to attempt to make no further disbursements until after the action was tried. The action is still pending. There is no dispute as to the allegation that Mr. Van Ness did contribute \$100 to the original fund; but, of course, the committee has disputed the various other statements or allegations made by this gentleman. As a matter of fact, the amount of money which he subscribed was used in the first purchases of supplies that were made.

As stated above, the preliminary steps necessary to carry out the desire of your committee, approved by you, for the purpose of taking care, as far as possible with the fund at their disposal, of the children of those who met their death through the hurricane, had all been taken. The action begun by Mr. Van Ness, however, acted as an estoppel to anything further being done. It had been hoped that shelter for these children, many of whom are wandering about the streets, and a home where they might properly be cared for, would have been completed before this time. By his action Mr. Van Ness has deprived these children of whatever benefit might come under the judicious expenditure of the amount of money in the hands of the committee.

Without further comment on this matter, we hereby submit this report.

Respectfully, yours,

CORNELIUS N. BLISS, *Chairman.*
W. W. VAN NORDEN, *Treasurer.*
WILLIAM R. CORWINE, *Secretary.*

NEW YORK CITY, November 9, 1900.

NEW YORK, N. Y., May 31, 1900.

The Hon. CORNELIUS N. BLISS,

Chairman of the Central Porto Rican Relief Committee, New York, N. Y.

DEAR SIR: I beg to report that after consultation with yourself, as chairman, and the Hon. Warner Van Norden, as treasurer, of the central Porto Rican relief committee, I proceeded to Porto Rico, leaving here Wednesday, April 18, landing at the city of San Juan. After investigating the conditions there, I went around the west end of the island to the city of Mayaguez, returning to the city of San Juan. From the last-named city I went south across the island, passing through the cities of Caguas, Cayey, Aibonito, and Coamo to Ponce. From Ponce I went northwest to the city of Yauco, returning to Ponce. I returned to San Juan overland and sailed from that place for home on the 10th of May.

The general object of my trip was to ascertain, by personal inspection, how the balance remaining in the hands of the central Porto Rican relief committee could be best expended so as to produce the greatest amount of benefit to the largest number of persons who were direct sufferers by the hurricane which visited Porto Rico on the 8th of August, 1899.

When General Henry was the military governor of the island, his wife, Mrs. Guy V. Henry, now his widow, organized a charitable society in San Juan, known as "The Woman's Aid Society of Porto Rico." That society is still in existence. Mrs. John Van Rensselaer Hoff, wife of Colonel Hoff, of the Army, who himself is president of the board of charities, is the president, having succeeded Mrs. Henry.

The society is well organized, and deserves great praise for the manner in which it has gone to work to relieve suffering and the systematic methods adopted by it in carrying out that work. It has largely been sustained through a fund which was collected for its work by a committee of the Merchants' Association, which was formed as the result of an appeal made by Mrs. Henry to that organization last July.

Then came the hurricane, causing a large number of deaths, demoralizing business, ruining many thousands of planters, and throwing tens of thousands of men out of work. Brig. Gen. George W. Davis, who had succeeded General Henry in command of the island, at once organized a "board of charities," of which he made Colonel Hoff president. That organization took charge of the distribution of food, clothing, and medicines in the island, and it was with that board of charities that the central Porto Rican relief committee, through the orders of the Secretary of War, cooperated in sending down such supplies as were called for by that board. These supplies consisted principally of beans, rice, clothing, and medical supplies.

Immediately after the hurricane there was organized in the city of Ponce a separate charitable organization, of which Mrs. Robert A. Miller, wife of the postmaster of that city, is the president. That society is known as the "Porto Rican Benevolent Society." It is composed of American and native Porto Rican ladies, and has among its membership some of the best-known people in the city of Ponce. It also deserves great credit for the fine work which it did. It had no source from which to draw money or supplies except its own members and their friends, and it had an enormous amount of suffering to cope with.

After the first demoralization caused by the hurricane had somewhat subsided, and matters began to get once more in working order, "The Woman's Aid Society of Porto Rico" established auxiliary organizations at Ponce, Mayaguez, La Isolino, Arecibo, and Arroyo. The auxiliary organization which was established in Ponce and the "Porto Rican Benevolent Society" have continued in existence ever since, taking up and carrying on different kinds of work. The auxiliary society of "The Woman's Aid Society" is also well organized, and has accomplished splendid results with a comparatively small income, and, like its sister society, under most adverse and at times discouraging conditions.

The hurricane did great damage in many parts of the island. The suffering that was caused by it was in nowise exaggerated by the reports which were sent by newspaper correspondents, by General Davis, and the other army officers in charge. The most serious direct results, so far as loss of life was concerned, were felt on the south side of the island, of which Ponce is the largest commercial center. In that city, not only did the hurricane blow with its full force, but there were floods caused by the mountain torrents rushing down to the sea and overflowing the banks of the weirs, and by what seemed to be a tidal wave which came up from the sea over the land. The people in Ponce told me that they had buried in the cemetery in that city nearly 600 persons who had been killed by the hurricane or drowned by the floods, and that these represented only a portion of those who met death in this way. Many were buried just where their bodies were found; many have never been heard of since. They estimate that the number of those who were killed or drowned is somewhere in the neighborhood of 1,800. This, of course, does not refer to the city

of Ponce alone, but to the other cities, including Ponce, in the section to which I am now referring. In Aibonito there were 22 killed and over 100 badly wounded. In that municipality there were only two buildings that were not damaged, out of about 400 buildings. It was here that the army barracks were absolutely blown to the ground.

Death and disaster seem to have been experienced all along the southern slope of the mountain. In fact, the conditions there were about as horrible as they could well be. There are no official records of the actual number of people killed, or the actual number of children left without any natural protectors, yet there seems to be no dispute concerning the general statement that the number was very much larger in this section than anywhere else on the island.

I endeavored to ascertain what could be done toward concentrating as much of this fund as possible in erecting and equipping an orphan asylum, or in equipping such an asylum, provided I could find a building which would be satisfactory for the purpose. There did not seem to be any building of this character available. Therefore I tried to see what could be done toward erecting such a building.

I had several consultations with Lieut. H. E. Eames, first lieutenant, Eleventh Infantry, who is the chief sanitary officer of the city of Ponce. He was most heartily in favor of the idea of erecting an orphan asylum, and prepared for me a plan, which I attach hereto and make part hereof. This plan, hurriedly drawn, is naturally a rough one, but it can very easily be elaborated upon. It provides for 200 beds, and the cost is estimated by Lieutenant Eames at \$6,000. He also estimates that to add any beds would cost at the rate of \$2,000 for each 100. A smaller building for 100 beds would cost \$4,000.

The first thing that I attempted to do in Ponce was to have the two charitable organizations cooperate in the maintenance and operation of the asylum. A joint meeting of the two organizations was called, which I attended. As the result of this meeting, a resolution was adopted by the "Porto Rican Benevolent Society" agreeing to cooperate. Subsequently, the ladies in charge of the auxiliary of "The Woman's Aid Society" also agreed to cooperate.

Having thus obtained some idea of what could be done in the way of erecting an asylum building, and having obtained assurances of cooperation by the two charitable organizations, I waited upon the mayor, the Hon. Guzman Benitez. He received me most courteously. He said he had no doubt whatever that the city would be glad to give the land necessary and to make an appropriation for the support of the asylum. That there should not be any mistake in this matter, I addressed the mayor a letter, copy of which follows and which I incorporate herewith:

PONCE, P. R., May 7, 1900.

HON. GUZMAN BENITEZ,

Mayor of the City of Ponce, City Hall, Ponce, P. R.

DEAR SIR: I desire to make a suggestion to you, in which I hope I may be able to obtain the cooperation of yourself as the chief executive officer of this great commercial city, as well as the cooperation of the honorable members of the council over whose deliberations you preside, and of all the other city officials whose aid in this matter is necessary for complete success in carrying out the idea which I had in mind.

Before proceeding to give the details of this idea, let me tell you who I am and what I represent. My name is William R. Corwine, of New York City. I am connected with the Merchants' Association of that city, and also with the central Porto Rican relief committee, of which I am secretary.

This committee was organized by the Hon. Elihu Root, Secretary of War in the United States, for the benefit of the sufferers from the hurricane which devastated your beautiful island in August last. The object of organizing this committee was to have it take charge of moneys which might be subscribed by charitable people of the United States, and to send such relief supplies to the island as might be required. The committee was composed of the Hon. Cornelius N. Bliss, ex-Secretary of the Interior in the United States, as chairman; the Hon. Warner Van Norden, president of the National Bank of North America, of the city of New York, as treasurer; the late Brig. Gen. Guy V. Henry, U. S. Army, who had been governor-general of the island of Porto Rico; the Right Rev. James H. Blenk, D. D., bishop of Porto Rico, temporarily sojourning in the United States; and myself, as secretary, together with the mayors of Boston, New York, Philadelphia, and Baltimore as coadvisers.

We shipped large quantities of clothing, food supplies, medicines, and medical supplies. We still have left on deposit in the National Bank of North America a sum of money representing the unspent balance of the subscriptions which were made for the relief of the sufferers by the hurricane in Porto Rico. The active members of the committee in the United States thought that the best way to obtain information concerning the expenditure of this balance so that it might do the greatest good to the

greatest number of sufferers by the hurricane would be for me to look over the situation on the island and make a report. They selected me for this position because of my familiarity with the island and the habits and customs of its people, and in pursuance of the request made by them I am now here.

Ponce and its vicinity suffered, as we all know, very heavily. Not only did the hurricane do great damage, but what it left the flood completed. The number of persons who met with death through the hurricane and the flood was greater here than in any other part of the island, and therefore the number of children without parents are here in greater proportion than elsewhere. It seems to the committee at home, as well as myself, that the proper beneficiaries of a portion at least of this fund are the children of those who were thus killed, and who are therefore liable to become bad, and become a burden upon the community and upon the charitable people living in your city. They are also liable to become a greater charge through the vices which they will learn by being upon the streets without home, regular food, and proper care.

This all leads up to the suggestion which I have to make, which is to this effect, namely, that an asylum, to be known as the orphan asylum, be provided for these children with as little delay as possible. Not only is this necessary for the reasons above stated, but also to avoid sickness and greater mortality. These children, who are not properly protected from the night air and the rainy season now approaching, and which will reach its climax in a few months, will sicken and die, owing to the humidity in the atmosphere, which is many times greater than in the dry season. I have it in mind to recommend to the members of the central Porto Rican relief committee that they designate a portion, at least, of the balance now in hand toward the construction and equipment of an orphan asylum, which will serve as a shelter for some of those children, by placing them under conditions and better protection than they can possibly have by remaining on the streets to become the recipients of irregular bounty. I think that such an asylum, if erected at all, ought properly to be built in Ponce, but it would be useless to expend money for such a building unless some arrangement could be made with the municipal authorities whereby the building, if erected and equipped, could be regularly and systematically maintained. I have laid this subject before the leading members of the auxiliary board of the branch in Ponce of "The Woman's Aid Society," and the ladies of the "Puerto Rican Benevolent Society." I have received from both these organizations assurances of hearty cooperation with our committee, and with the city authorities, in doing whatever lies in their power to aid and to maintain such an institution. Would it be possible, therefore, my dear sir, for the city authorities to assume the financial responsibility of the maintenance and support of such an asylum, provided it were erected and equipped by our committee, the ground to be donated by the municipal authorities of this metropolis? I have it in mind to recommend the construction and equipment of such a building, to be erected as cheaply as possible, so that the amount of money that the committee may be able to appropriate for this purpose may go to the greatest length, considering the great number of children to be cared for, and desiring to care for as many as possible.

I would also take the liberty of suggesting to you that if possible arrangements be made whereby children from adjoining municipalities, whose parents met death from the hurricane, be accommodated on proper certificate from the alcalde of their municipality, or from the board of health. This would enable a larger building to be erected here, because it would obviate the necessity of erecting small buildings in other places to the south of the mountains, where the loss of life was great—not as great as in this city, but perhaps approximately as large, according to population and the amount of taxable property.

I would further suggest that the operation of the hospital be placed in the hands of an orphan asylum commission, to consist of yourself as chairman, two members of the council, the president of the board of charities, the chief sanitary officer, and the principal officers of "The Woman's Aid Society of Ponce" and the "Puerto Rican Benevolent Society" of this city. This, it seems to me, will place at the disposal of the asylum the advice of the proper health officer, while the sanitary arrangements will thus be under the expert eye of the chief sanitary inspector. These ladies of the charitable institutions, who by their magnificent work have shown their capacity to do for the poor of both sexes under exceptionally hard conditions, will justify, by virtue of the capabilities which they have shown, their appointment as coadvisers with these gentlemen whom I have suggested, thereby relieving them of much detail work, but reserving the benefit of the advice of experienced men in the management of such a magnificent enterprise.

The asylum should be known as the "Orphan Asylum of the City of Ponce," and it may form the nucleus of a great institution to be permanent here, which would do a vast amount of good, the limit of which would be measureless.

I can not in this say, of course, how much money the committee would limit to be expended for such an asylum; that must depend partly upon the assurance I am able to obtain from you as to the necessary cooperation by the city.

I hope to save delay in this matter. You will kindly lay this subject before the honorable council at its meeting, which I understand will be held to-night. I trust that I may depend upon your good offices in furthering a movement which is entirely philanthropical upon our part, and which will cause much contentment to the hearts of thousands of charitable people of your city and surroundings.

I want to leave for San Juan in the morning to attend to some matters which I have in hand there. I want to sail for home on the 10th. I will therefore take it as a personal kindness if you will let me know this evening what action the council has taken.

Very respectfully,

WILLIAM R. CORWINE,
Secretary the Central Porto Rican Relief Committee.

The regular meeting of the council was to have been held on the evening of the 7th of May, the day on which my letter was written, but as several members of the council were ill, a meeting was arranged to be held on the following Wednesday, May 9. The mayor said he would lay the matter before the meeting and would wire me at San Juan on the morning of the 10th, so that I might get news of the result of the meeting before I sailed. He sent me a telegram, which reads as follows:

PONCE, May 10.

WILLIAM R. CORWINE,
Mayflower Hotel or Steamer Philadelphia, San Juan.

Council of Ponce accept proposition to sustain orphan asylum and admit children from other towns which contribute.

JOSE GUZMAN BENITEZ, *Alcalde.*

The reference in the telegram about admitting children from other towns which contribute was due to an idea concerning those children which occurred to me after the letter had been prepared and delivered. Ponce has already been overrun with applicants for charity of all kinds. Undoubtedly the establishment of an asylum of that kind would attract to the city a large number of children, most of whom would be deserving of help. It would be very hard, however, to find out which of them were orphans whose parents had been killed by the hurricane or drowned by the floods. It seemed unfair that Ponce should become burdened with the support of children to be cared for out of this fund, or moneys donated by the city or contributed by charitable people for a special work. It was therefore suggested that a provision might be made whereby children from other municipalities might be admitted, provided those municipalities were willing to pay for the food of those children.

By the mail which followed me I received the official notice of the action of the city council of Ponce, in Spanish, of which the following is a translation:

Jose Llorens Echevarria, secretary of the honorable council of the city of Ponce, P. R., certifies:

That at the meeting held last night by this corporation there was discussed and resolved, among other particulars, the following:

There was read a letter of the 7th instant from Mr. William R. Corwine, secretary of the central board of relief for Porto Rico, offering in the name of said board to erect in Ponce an orphan asylum, which will be constructed with the funds left, deposited in the National Bank of North America, which amount is the balance unspent from the subscription made for the relief of the sufferers by the hurricane of August last. The council, well acquainted with the letter of Mr. Corwine, and accepting that which he proposes, resolved in ordinary course:

First. That the city council is ready to grant the necessary land for the construction of said asylum.

Second. That as soon as the building be erected and supplied with the funds, as Mr. Corwine says, this city council will be responsible for the necessary expenses for the support of the same institution to be properly accounted for the purpose.

Third. That this council is ready to make arrangements with other municipalities of the island, if the extensiveness of the building allows, to admit the orphans of said municipalities, the same proportionally contributing to support the expenses of the institution.

This is a true copy of the original resolution of the meeting, to be delivered to Mr. William R. Corwine. Given in Ponce May 10, 1900.

JOSE GUZMAN BENITEZ,
Mayor of the City.
JOSE LLORENS ECHEVARRIA.

Concerning the conditions in Ponce, the following letter from Lieutenant Eames speaks for itself. It is more eloquent than though I were to go further into detail:

PONCE, P. R., May 6, 1900.

MY DEAR CORWINE: I send you by bearer a sketch plan for the asylum for children of flood sufferers, together with an estimate of its cost—\$6,000 for 200 beds and \$4,000 for 100 beds.

The building is to be of the cheapest construction compatible with stability; walls of a species of weatherboarding and unceiled; ceiling of plain boards; floor, matched and grooved flooring; roof of galvanized iron, and foundations of brick; all to be whitewashed inside and out; plumbing to be simple, cheap, and yet sanitary.

Having made the sketch in somewhat of a hurry, no windows or doors are shown, and the interior arrangement of storerooms, of schoolrooms, etc., can be changed at will, without affecting materially the price. I trust it is definite enough, however, for your purpose.

In regard to the vital statistics of which I spoke, I need only say that up to the date of the cyclone there was a perceptible diminution each month in sickness and deaths in the city, and that from August, 1899, the conditions are exactly reversed, until in the last month the jurisdiction of Ponce shows a death list of 298, as against 153 for the corresponding month of 1899, and the deaths in the city itself for the two months cited were 172 as against 75. The latter figure includes 18 deaths of smallpox, which is now, and has been for almost a year, entirely stamped out.

These figures as compared with, say, Rio Janiero, Brazil, which has an average mortality of about 20 per 1,000 each year, or New York, with about 23 per 1,000, show the horrible difference of about 83 per 1,000, for on last month's figures the mortality of Ponce is about 103 per 1,000, and this with no epidemic of sickness.

We have now only about 2 cases of typhoid and 10 of chicken pox as our contagious and infectious record existing in Ponce this week, and no deaths from either during the month past.

Immediately after the cyclone thousands of persons rendered homeless thereby flocked into town. Each month since then has seen the number augmented. People who are sick or moribund, homeless, without work or money, come to Ponce looking for assistance, which we simply can not give. Our hospitals and asylums are full to overflowing. Yet these people are dying in our streets.

The mortality among children is very great; for instance, last month there died in the jurisdiction 118 children under 15 years of age—a percentage of almost 40 of the total deaths—and 49 of these were under 1 year.

The rise of the mortality in the city from 45 to 103 per 1,000, the first figure being during an epidemic of smallpox, the second with the city free from disease and in a very much more sanitary condition, explains our condition and the result of the cyclone here better than anything else that I can bring to your attention.

Very truly, yours,

H. E. EAMES,
First Lieutenant, Eleventh Infantry, Sanitary Officer.

By getting the ladies of the two charitable organizations and the officials of the city to cooperate officially it seemed as though the project could better be carried out than though the asylum were to be constructed under the charge of either one of those two charitable organizations, or by the city alone without their aid.

In going about the island I found some places where small amounts of money would produce a great deal of good; in Aibonito, for instance. Capt. H. W. Wheeler, of Troop G, Fifth Cavalry, is in charge there. Out of the rations which have been furnished him by the Government to feed the poor he has gotten enough work from the laborers to erect a hospital. He has not, however, been able to get enough money to put a roof on it, which alone would cost \$105, or to equip the building. A few hundred dollars would be a boon to him and would, I feel sure, be put in hands where it would do a lot of good. He has arranged with the city officials of Aibonito to take over the hospital when it is finished and to maintain it.

He has done the same in the municipality of Barros, which is under his jurisdiction, and wants to do the same in the municipality of Barranquitos. In both these places hospitals are badly needed.

In Coamo there was a very good hospital, which was blown out of existence physically by the hurricane. A small amount of money there would do great good. In Mayaguez Mrs. Rafferty, wife of Colonel Rafferty, commanding the Fifth Cavalry, who has charge of the department of which Mayaguez is the headquarters, has done splendid work in raising money locally for the hospital in that city. A small amount there would be very beneficial.

There are other places where small amounts might be placed to very great advantage. The details of any such distribution as suggested here ought, I think, be left

to the Right Rev. James H. Blenk, bishop of Porto Rico, who is a member of our committee. I saw him in San Juan, and had several talks with him. Although he is a very busy man, he is more than willing to cooperate, and will do whatever he can. I suggested to him that in case it were deemed best to erect an asylum in Ponce it would be wise to have him in charge of the work as the resident member of the committee in Porto Rico.

The Woman's Aid Society of Porto Rico, to which I have already alluded, has had for some time a very worthy object in view. It has worked toward establishing a maternity hospital in San Juan. This project is indorsed by the army officers in charge there, and by all the physicians. It has met the approval of the city officials to such an extent that they have given a piece of ground to the Woman's Aid Society, this plot of ground being located within the city limits, and being quite valuable. If it were possible to make an arrangement for a donation to that cause after the more direct benefits had been looked after, the donation certainly would be very acceptable, and it might be a good thing to do.

In view of the conditions as set forth above it seems to me that the best possible use that can be made of the balance now in the hands of the committee would be to erect and equip with 200 beds an orphan asylum in the city of Ponce, under the jurisdiction of the municipal authorities of that city, to be operated by a commission to be composed of the mayor of Ponce, two members of the council of that city, president of the board of health, the chief sanitary officer, and the officers of the auxiliary branch in Ponce of the Woman's Aid Society of Porto Rico and the Porto Rican Benevolent Society; that the plans submitted by Lieut. H. E. Eames, Eleventh Infantry, now chief sanitary officer of the city of Ponce, be adopted as the basis for the erection and equipment of such asylum; that the details of the work be left to the Right Rev. James H. Blenk, D. D., bishop of Porto Rico, who is a member of our committee resident in the island of Porto Rico; that no bills for the work or equipment contracted for in Porto Rico be paid except upon his indorsement; that the total amount to be expended for this work shall not exceed \$6,000; that of the balance there shall be set aside small amounts to be donated to some of the general hospitals on the island, such as Bishop Blenk may be willing to point out as being worthy recipients of such small amounts, and that the main portion of the balance be retained for the support and maintenance of the orphan asylum for as long a period of time as the money will allow it to be supported, in connection with such annual appropriation as may be made by the city of Ponce for this work.

I would further suggest that before this plan, if it be adopted, is communicated officially to the mayor of Ponce, the Secretary be directed to write him giving the general intention of the central Porto Rican relief committee and obtaining from him a definite assurance of the amount of money that may be appropriated annually for the support of this institution.

Respectfully submitted.

WILLIAM R. CORWINE,
Secretary the Central Porto Rican Relief Committee.

EXHIBIT 2.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE OF THE JUDGE-ADVOCATE,
San Juan, August 23, 1900.

The ADJUTANT-GENERAL DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: In compliance with instructions from the commanding general, conveyed by letter from your office under date of July 25 ultimo, directing me "to audit returns of receipts and issues by persons who were charged with the issue of food to the destitute of Porto Rico who were sufferers from the effects of the hurricane in 1899," I have the honor to submit the following report:

The organization of the board of charities on August 12, four days after the hurricane, was the first step toward the work of relief. The details of this organization, with the plan of operations by which it received and distributed the enormous bulk of foodstuffs, clothing, medicines, lumber, roofing, nails, and other material which was poured into the island from the United States with most lavish generosity, has been made the subject of exhaustive reports by Major Hoff, president of the board, and Major Cruse, receiving quartermaster. They therefore need no detailed mention here.

An examination of the returns and vouchers shows that the work as organized was well carried out.

The first issue was made on August 16, 1899, and consisted of beans and rice advanced

or loaned from stores on hand in the depot and post commissaries. On August 19 the first consignment from the United States arrived by the transport *McPherson*, after which date supplies continued to come in for several months at intervals of five or six days.

The issue of beans and rice above referred to was returned to the subsistence department from supplies thus received by transport. All stores received through the chief commissary were properly taken up and receipted for by Major Cruse, who thereafter shipped them to relief stations on requisitions duly approved by the board of charities. Distributing depots were established at convenient points; issues made to these depots were reported to the board by Major Cruse on semiweekly returns. As the work progressed and became better organized, these returns (after September 22) were rendered at the end of each week.

Army officers (and in some instances noncommissioned officers) were stationed at the distributing depots and returned receipts in duplicate for supplies furnished them. Issues were also made in like manner to the medical supply depot, the Women's Aid Society of San Juan, the Benevolent Society of Ponce, the Municipal Asylum of San Juan, and to planters and other private individuals, such issues being covered by proper receipts which, with some exceptions noted below, are filled with the semiweekly and weekly returns. From the distributing stations issues were made in smaller quantities to subdepots in charge of noncommissioned officers and intelligent privates, who in turn delivered the food direct to the people on ration tickets which were filed as vouchers to their returns. (Attention is invited in this connection to the detailed statement of Colonel Nye, chief commissary, herewith inclosed, showing the total receipts and issues and money values thereof, aggregating \$831,480.16. This statement relates to supplies furnished by the United States Government, and does not include donations from private sources.)

The same system was followed in the distribution of supplies received from private sources, although in many cases such shipments were not accompanied by invoices nor even listed on the ship's manifest. In these cases the stores were taken up on the returns according to the marks on the packages, or where no marks were found contents were verified and weights estimated. In these cases notations were made explanatory of the absence of the invoice or of the incorrectness of the parcel list or manifest. Thus, in the column of remarks in the return for September 9, is found the notation: "There is no correct invoice of the McClellan's cargo. These figures show the amount supposed to be over."

An assorted cargo of flour, beans, herring, soap, clothing, lumber, nails, etc., donated by the citizens of Philadelphia, was brought in the U. S. S. *Panther* without manifest. Four thousand eight hundred and forty-seven parcels were counted out, the weights of which were estimated and taken up on the returns as aggregating 1,631,620 pounds. In the urgency for relief at this date (September 4), time did not permit the opening of packages and verifying weights and contents. Later on the lists became more accurate, although in the case of clothing and medicines, itemized inventories were not sent, such shipments being listed as "so many boxes of clothing," etc. Under these circumstances it was manifestly impossible to keep a record by weights and amounts with the exactness required for military supplies by army regulations.

The supplies having once been landed, however, were all carefully stored and placed under guard, and all issues, except those of clothing, as above noted, and some issues to the adjuntas district noted below, can be traced by means of the returns and vouchers from the general supply depot to the various districts, divisions, and subdepots.

The ration tickets contained a receipt, which was generally signed by the recipient, though not in all cases, many illiterates signing only by a cross mark or thumb impression. These tickets, numbering several millions, were returned with the vouchers and filed with the returns for examination and verification, if desired.

In some few cases discrepancies are noted between the invoices and receipts. These may be explained by the fact that issues were made at the central depot without breaking packages, resulting in a difference between the amount called for and the amount shipped. Through these gains and also through the receipt of stores without invoice or manifest there was a considerable accumulation at the depot, which from time to time was taken up and duly accounted for. Thus on September 3 there was taken up as "found at depot" 13 barrels herring, 5 barrels compressed food; on September 21, 1 barrel groceries; on December 4, 300,000 pounds beans, 100,000 pounds rice; June 7, 31,840 pounds beans; June 30, 74,246 pounds rice, and various other items in smaller quantities. In the adjuntas division the returns show a total receipt and distribution of 277,610 pounds beans, 250,426 pounds rice, 80,282 pounds codfish, 12,600 pounds bacon, 16 boxes of clothing, and other supplies in less quantities. Major Cruse's returns check with these amounts, except as to a shipment entered on

his return for September 13, consisting of 9,155 pounds beans, 24,000 pounds rice, 15 barrels corned beef, 60 boxes hard bread, 1 barrel pork, 5 boxes tongue, 2 boxes compressed food, and 5 boxes of oatmeal. The only record of this shipment is the return of September 13 referred to, there being no invoice, receipt, or other evidence of its shipment among the papers. It is probable that these articles were entered on a requisition for adjuntas, and thus dropped as having been shipped. There is no record of any bill of lading covering them. The accumulations in the storehouse in excess of issues and amounts dropped through wastage, and which were taken up as "found at depot," doubtless include these missing items of rice and beans. There was also taken up on June 30 29 boxes of hard bread, which may be a portion of the 60 boxes above enumerated. The remaining items do not appear to be accounted for. As this was one of the early transactions in the relief work, when there was still considerable haste and confusion, it is probable that these stores were issued without the formality of taking receipts.

Regarding the entire management of the relief work, considering its stupendous proportions, the character of the people to be succored and assisted, and the difficulties of transportation in reaching them, the returns and records indicate that it was conducted with business-like care and that the relief was honestly and intelligently applied.

Very respectfully,

A. C. SHARPE,
Acting Judge-Advocate.

Recapitulation of money values.

Purchases in New York	\$823, 027. 67
Stores on hand, department of Porto Rico.....	8, 452. 49
	<u>831, 480. 16</u>
Distributed from San Juan.....	824, 828. 14
Distributed at other points.....	6, 652. 02
	<u>831, 480. 16</u>

Statement of cost of supplies issued Porto Rican destitutes in the military department of Porto Rico from stores on hand from August 8, 1899, to November 30, 1899.

[Lieut. Col. F. E. Nye, A. C. G. S., chief commissary Department of Porto Rico.]

Military station.	Amount.
Depot, San Juan	\$1, 800. 45
Post, Arecibo.....	171. 76
Post, Humacao.....	67. 23
Post, Aibonito.....	603. 58
Post, Ponce.....	5, 809. 47
Total from stores on hand.....	<u>8, 452. 49</u>

F. E. NYE,

Lieutenant-Colonel and A. C. G. S., Chief Commissary.

SAN JUAN, June 16, 1900.

Statement of articles and quantities issued from Ponce, Aibonito, and Arecibo to Porto Rican destitutes from August, 1899, to June, 1900, inclusive.

Hard bread	pounds.. 60, 740	Flour	pounds.. 19, 172
Beans	do... 1, 249	Rice	do... 977
Bacon	do... 3, 720	Fresh beef.....	do... 5, 504½
Tomatoes	gallons.. 180	Tomatoes.....	3-lb. cans.. 386
Salt.....	pounds.. 198	Hominy	pounds.. 42
Coffee	do... 1, 268	Peaches, dried	do... 481
Prunes	do... 484	Apples, dried	do... 503
Sugar, C. L.	do... 88	Sugar, granulated	do... 24
Sugar, issue	do... 2, 087	Baking powder	do... 96
Salmon	cans.. 988	Soap	do... 523
Pepper	pounds.. 54	Milk	cans.. 48
Mackerel	do... 326½	Potatoes	pounds.. 8, 533
Onions	do... 2, 293	Vinegar	gallons.. 115
Matches	boxes.. 108		

Money value, \$6,652.04.

SAN JUAN, June 30, 1900.

Statement of articles and amounts of issues to Porto Rican destitutes from August, 1899, to June, 1900 (inclusive), by Lieut. Col. F. E. Nye, A. C. G. S., chief commissary Department of Porto Rico.

Articles.	Amount.	Articles.	Amount.
	<i>Pounds.</i>		<i>Pounds.</i>
Bacon.....	1,098,914	Hominy.....	40,400
Hard bread.....	268,080	Crackers, milk.....	327½
Corn meal.....	5,900	Tongue, beef.....	4,536
Beans.....	8,695,916	Beef, roast.....	2,560
Rice.....	14,483,966	Beef, roast.....	736
Codfish.....	2,868,498	Beef, roast.....	48
Fish, hake.....	51,200	Beef, corned.....	15,953
Fish, haddock.....	28,928	Beef, boiled.....	21
Beans, baked.....	35,568		
Peas.....	455,696		
Oatmeal.....	15,258		
			27,782,505

Money value, \$824,828.12.

F. E. NYE,
Lieutenant-Colonel and A. C. G. S.

SAN JUAN, June 30, 1900.

APPENDIX J.

THE ARCHIVES, ETC.

- EXHIBIT 1. Porto Rican hurricanes.
2. Report on archives of Porto Rico to the evacuation commission.
3. Finding list of military orders.

EXHIBIT 1.

List of Porto Rican hurricanes.

Date.	Saint's day.	Authority.
1514, Sept. 14.....	Santa Cruz.....	Coll y Toste.
1515 (no other date).....		Reported by royal officers at Caparra: cited by Tapia.
1526, Oct. 4.....	San Francisco.....	Juan de Vadillo.
1527, Oct. 6.....	Nuestra Señora del Rosario.....	Vizcarrando.
1530, July 26.....	Santa Ana.....	Governor Olando.
1530, Aug. 22.....	Santa Timoteo.....	Do.
1530, Aug. 31.....	San Roman.....	Do.
1537 (no other date; three hurricanes this year).		Tapia.
1575, Sept. 21.....	San Mateo.....	Do.
1615, Sept. 12.....	San Leoncio.....	Vargas.
1738, Sept. 12.....	do.....	Cordova.
1740 (no other date).....		De Jonnes.
1766, Sept. 19.....	San Genaro.....	Cordova.
1766, Oct. 8, 9.....	Santa Brigida.....	Do.
1772, Aug. 28.....	San Augustin.....	Abbad & Ledru.
1772, Aug. 31.....	San Ramon.....	Cordova.
1775, Aug. 1.....	San Pedro Advencula.....	Do.
1776, Sept. 7.....	Santa Regina.....	Do.
1780, June 13.....	do.....	Do.
1785, Sept. 25.....	San Lope.....	Do.
1804, Sept. 4.....	San Marcelo.....	De Jonnes.
1805, Sept. 11.....	San Vicente.....	Cordova.
1806 (no other date; violent at Ponce).		
1807, Aug. 17-18-19.....	San Pablo.....	Do.
1813, July 23.....	San Apolinar.....	Ramirez.
1814, Aug. 11.....	San Tiburcio.....	Ramirez, Acosta.
1815, Sept. 18-19-20.....	Santo Tomas.....	Cordova.
1819, Sept. 21.....	San Mateo.....	Do.
1825, July 26.....	Santa Ana.....	Do.
1837, Aug. 2.....	Los Angeles.....	Acosta.
1851, Aug. 18.....	San Agapito.....	Do.
1852, Sept. 4-5.....	San Marcelo.....	Neumann.
1867, Oct. 12.....	Nuestra Señora del Pilar.....	Fontan.
1876, Sept. 13.....	San Felipe.....	Coll y Toste.
1893, Aug. 16.....	San Roque.....	Do.
1899, Aug. 9.....	San Ciriaco.....	Davis.

Hurricanes, by centuries.

	Number.
Sixteenth century	11
Seventeenth century	1
Eighteenth century	10
Nineteenth century	16
Total	38

But two hurricanes reported from 1537 to 1738, a period of two hundred years.

Hurricanes, by months.

	Number.
June	1
July	3
August	11
September	13
October	4
No month stated	6
Total	38

NOTE.—It will be observed that the records tell of but two hurricanes during a period of two hundred years. This must be due to defective records, for from 1516 to 1537 there were 10 violent storms reported, or an average of 1 in about two years. Again, from 1738 to 1900, 26 such storms are reported, an average of 1 in about six years. It was the custom in Porto Rico to designate a hurricane by the name of the saint's day on which it occurred.

EXHIBIT 2.

REPORT TO THE UNITED STATES EVACUATION COMMISSION BY CHARLES W. RUSSELL.

ARCHIVES OF PORTO RICO—LAND-TITLE PAPERS.

The notary is a much more conspicuous part of the official class than with us. By the royal decree of 1858, a Spanish notary was required to be a bachelor of arts, to have some knowledge of the civil, mercantile, and penal law of Spain, and three years' experience as assistant to a notary or a scrivener. His records concern all kinds of business.

For notarial purposes the island is divided into eight districts—those of San Juan, Arecibo, Aguadilla, Mayaguez, Ponce, Humacao, Guayama, and San German. In the district of San Juan there are 14 towns or pueblos and 5 notaries; in the whole island, 27 notaries. In the Arecibo district there are notaries at Arecibo, Manati, and Utuado; in the Aguadilla district, notaries at Aguadilla and San Sebastian; San German district, at San German and Yauco; Mayaguez district, at Mayaguez and Añasco; Ponce, at Ponce, Juana Diaz, Penuelas, and Coamo; Guayama, at Guayama and Cayey; Humacao, at Humacao, Fajardo, Juncos, and the island of Vieques. In the city of Ponce there are 2 notaries, and at present 2 in San Juan. In San Juan district the notaries are Mauricio Guerra, Antonio Alvarez (a Spaniard), No. 40 San Francisco street; Jose Feliz Lajarro (a Porto Rican), at Vega Baja; Tomas Valdejuilli (a Spaniard), at Bayamon, and Leandro (a Spaniard), at Carolina.

Each notary keeps in his house his own books, going back thirty years; but under a law of 1874, an "archivero," or record keeper, was appointed for each district, and every year a book of notarial entries is sent to him, written thirty years before. This year the books for 1867 will be turned in. For San Juan district the archivero is a Porto Rican, appointed in 1874, named Mauricio Guerra, No. 43 Fontaleza street, San Juan. Besides being archivero and notary, Mr. Guerra is president of the college or body of notaries of the island.

In his house are books complete for 109 years. Older books are there, damaged by time and a cutting bug called the polilla, but going back some fifty years further. They are not in a fireproof apartment, and are given fresh air to keep them from being destroyed by the polilla. Each notary and other such official deposits a sum in the treasury or gives an official bond.

Land sales.—The seller and buyer of land or of a house go before a notary, either with a memorandum deed drawn up by a lawyer or without any paper. The notary

then writes the original act of transfer, reciting how the seller acquired title, and the price, description, etc. A copy is made for the party buying, the original is kept by the notary in his book, and a copy goes to the registrar of the district, who, for San Juan district, is now represented by Jose Jesus Pesquera (an intelligent Porto Rican), the registrar himself being absent on leave. For making the original, stamped paper (25 cents for a sheet of four pages) must be used. For the copy (original), stamped paper of the same kind, except the first sheet, which is stamped according to the value of the property, as follows:

Below \$20.....	\$0. 15	From \$500 to \$1,000.....	\$3. 00
From \$20 to \$40 .....	. 25	From \$1,000 to \$1,500	5. 00
From \$40 to \$100 .....	. 40	From \$1,500 to \$2,000	10. 00
From \$100 to \$200 .....	. 60	From \$2,000 to \$4,000	15. 00
From \$200 to \$300 .....	. 80	From \$4,000 to \$10,000	20. 00
From \$300 to \$400	1. 00	From \$10,000 up.....	25. 00
From \$400 to \$500	2. 00		

This tax is not confined to deeds and mortgages, but similar paper is used by the notary for all kinds of commercial transactions.

If a deed is not made by a notary, it is nevertheless good between the parties, and the high stamp tax has caused some to refrain from going before the notary, especially since the tax was raised in 1894. In the case of a dishonest seller, who takes advantage of the absence of a notary's deed to sell over again the same land, the second purchaser by notary's deed takes the property, and an action of damages lies against the seller in favor of the injured first purchaser.

The business of the registrar seems to have been organized in 1880, under a law of that year, modified in 1893. His books go back to 1880, and all mortgages and sales of lands or houses by the Government or individuals since that time are therein recorded, except as I have just stated.

A private deed may be kept indefinitely and then made notarial, and, if title papers are lost, they can be supplied by the testimony (before the judge of first instance) of the adjoining owners. The judge sends his decrees to the notary, who makes an entry according to the decision.

Mortgages.—Mortgages take the same proceedings as sales, so far as records are concerned. Until the last few days, mortgage contracts called for payment in "moneda corriente" simply. In 1895, when the money of the island was changed at a discount of 5 per cent from Mexican dollars to the present insular pesos of light weight, a case was made up and the banks of the island held in effect that "current money" did not mean that the sum borrowed was to be returned in the money current at the time of payment, dollar for dollar, but that the difference in the value of money was to be taken into account. This decision is important in view of the transfer of the island to the United States.

Wills and inheritance.—Without going into the ramifications of the law of inheritance, it may be said generally that when a man dies, his children and widow share his estate equally. If there are no minors, the heirs obtain from the judge of first instance a finding that they are the right heirs, and no administrator is appointed. If there are minors, an administrator is appointed. If there are no children, the widow (or husband) takes a half and the near kin the other half.

In the case of a will, by direction of the judge of first instance, the scrivener writes the document and takes it to the notary, who keeps the original and gives a copy. Wills are recorded or rather bound together in the same books with deeds and other acts.

The law allows the man to will as he pleases one-third of his property; to will to his family one-third, so as to make an inequality among them, and the other third goes to the children and widow equally.

Public lands.—There belong to the Crown of Spain and will pass to the United States or remain to the island, if Congress so wills (besides sea margins, forts and lands appurtenant thereto), plantations (fincas), mountains and swamps (montes), and waste or wild lands (baldios). Under the existing autonomy government these (including swamps and mountains) are in charge of the Secretary of the Treasury. Some were originally owned by the Crown as conqueror; some have been mortgaged to it by way of giving official bonds and forfeited; some acquired from suppressed monasteries, and some otherwise acquired for debts, etc. The establishment in immediate charge is the bureau of taxation and rents (centro de contribuciones y rentos), presided over by Senor Dauban, in the Intendencia Building. He presides also over all customs and internal taxation, and has in his offices all the books, new and old, relating to those matters, and going back for a century.

This centro rents the plantations by special agreement and on such terms as can

be arranged. Some of the montes are "forest reserves," to preserve the water supply and public health. I shall refer later to the records concerning lands taken from the monasteries. The public lands are sold at auction, but before 1894 were generally disposed of (under law of 1818 amended in 1850) as follows:

About 1850 the law of 1818 was somewhat changed, so that thereafter the proceedings were thus: The person desiring the public land applied for it, and was required to prove that he had been in possession two years at least; that he had paid the "contributions" during that time, and had cultivated a part and had the rest on the way to be cultivated. The land was then surveyed, platted, and the value fixed, and, after approval by the junta inferior de composicion y venta, the applicant paid the price into the treasury or custom-house. This done, the treasury gave him a written title, made out before a notary. Sometimes the price was paid in installments and the land mortgaged (*hipotecada*) to the treasury to secure the payments. The secretary of the treasury is president of the junta, and the following persons, by order of the captain-general, have been made members: Don Pablo Ubarri, a landowner; George J. Finlay, landowner; Francisco de P. Acuna, a lawyer; Carlos M. Soler, lawyer; and Ygnacio D. Caneja (now absent).

Since 1894 this preference has not existed, except on prior settlements, and the lands go only to the highest bidder at auction.

The centro, after ascertaining that the conditions have all been complied with, makes an expediente showing the fact and submits it for approval to this junta. It is understood by the secretary of the treasury, Senor Blanco, that now all these lands belong to the island instead of the Crown, by virtue of the autonomy constitution; but he admits that the constitution is not clear to that intent.

Many old settlements are awaiting action by the junta superior and centro, the settlers desiring to secure titles.

In the case of all public lands, as in that of private lands, the registrador must make a record of the transaction; and in his office are gathered all the records of land titles, even when consisting of judgments of courts. This has been the case since 1880 for all transactions subsequent to that date.

In the office of the chief of the centro, is a list of the public lands which includes some lands that have ceased to be such; and record books showing their present status as rented, occupied by settlers, etc. From the settler is now collected a percentage of the annual products (5 per cent, I believe), and he pays no "contribution" or tax on production except this percentage.

To about 25 yards inland from the margin of the sea the land belongs to the Crown (the marine office), and this is seldom disposed of, being kept for purposes of navigation and other public uses. The government's rights are in reality what are called *servitudes*—for 6 metros inland to have the land unobstructed for coast-guarding purposes, and for the 25 yards or thereabouts (20 metros) for salvage purposes and the use of fishermen forced there by bad weather. Land covered by tide water at flow tide is public land under government control, and land made by accretions from or recessions by the sea are the government's property when duly surveyed as such lands.

Besides these lands the town districts own lands, and it is claimed that lands along the wharves of San Juan, reclaimed from the sea, belong to the city because paid for by a dredging import which the merchants of San Juan are supposed to have paid. This involves a question of law, and it is not clear that the province of Porto Rico or the town districts are with regard to such matters more than convenient divisions of the monarchical government of Spain operating locally.

The swamps and mountains are under the charge of the engineer of the mountains, and he is at present under that of the secretary of fomento. They were treated substantially as were the wild lands. I shall refer to the records later.

The centro is hesitating to deliver titles to settlers, and is not collecting the estimated taxes for October, November, and December, owing to the change of sovereignty impending. Under the board and the engineer director of public works, Antonio Ortiz, are some lands reclaimed by dredging within the limits of San Juan, known as *solares* 1, 2, etc., which he has been selling. The acting registrador of San Juan, however, is refusing to register the documents. I submit herewith plats prepared for me by him of all such lands in San Juan *pueblo* appurtenant to forts, etc. (marine and war offices), and of all lands claimed as belonging to this *pueblo* of San Juan, all lying within the city or *pueblo* which extends to the first bridge on the way to Rio Piedras. (Exhibit A, not yet finished.)

Papers of historical interest.—The papers of historical value relating to the island are numerous, and to be found in divers public and private hands. Senor Brau, a local historian and head of the custom-house at San Juan has in his house, besides other old documents taken from Casa Blanca, etc., copies of papers at Madrid, Seville, and

elsewhere, relating to Porto Rico; and Dr. Coll, No. 30 Luna street, San Juan, has some originals gathered in Porto Rico, and has copied some from the cathedral archives at San Juan, one of which is an ancient account of a visit of the bishop of the diocese to Venezuela, and interesting in connection with the boundary arbitration between Great Britain and Venezuela. This cathedral was founded in 1512, and is the oldest in America; but the present edifice is comparatively recent. Some of these bishop's visits, reported by his secretary, are dated in 1661, 1757, and 1773. Among these ancient papers, of which Dr. Coll has copies, are royal cédulas concerning the church and correspondence between the bishop and captain-general about money matters, the captain-general requesting money in one case, the bishop contesting the propriety of contributing it, and the captain-general informing him that his business was simply to close his mouth and turn over the funds. Dr. Coll has also two volumes of "Documentos Historicos Relativos a Puerto Rico," copied at Madrid, Munoz collection; also the first three volumes, beginning in 1839, of the *Boletin Mercantil*, a newspaper still published at San Juan; a volume of 1813 of the *Diario Economica de Puerta Rico*; and one of 1821 of the *Diario Liberal*, published here. It appears that the censorship was abolished about that time and a jury authorized to pass upon offenses of the press; also that the Liberal was soon ended and the jury lasted but a couple of years. He also has in six volumes "Memorias Geog. Hist., Econ. and Estadisticas" of Porto Rico, Madrid, 1831; a volume describing the first exposition of Porto Rico, 1854; the first volume of poetry printed in Porto Rico, 1843; and many other interesting materials for a history of the island, among them a work of his own entitled "Colon in Puerto Rico;" "a Memoria y Descripcion" of Porto Rico, ordered made by King Philip II in 1582, taken from the Madrid papers; and a manuscript copy, but not the original, of the "Ordenanzas de la Real Audiencia de Santo Domingo," of 1683, afterwards made applicable to Porto Rico and constituting law here until 1835.

In the priests' house adjoining the cathedral I found the original parish registers complete from 1616, of births, deaths, marriages, and confirmations. Some volumes are illegible, but transcriptions, made every fifty years, have preserved the whole. In 1858 the parish of San Francisco was separated from that of San Juan, and the like records are to be found, dating from that year, at the church of San Francisco. At the former place is a volume containing the names of those killed by the British here in 1797. The registers prior to 1616 were burned by the Dutch 1625, who occupied San Juan, then a wooden town, and burned it.

The old and curious papers of the Franciscan and Dominican friars, who were driven out by a law prohibiting cloistered life, are in the possession of the archivist in the Intendencia Building.

In the building of the ayuntamiento of San Juan, at the middle of the Plaza, is a library open to the public, containing 7,000 volumes, among which are, of course, many works relating to Porto Rico. The official gazette of Porto Rico, as well as that of Spain, from 1869 to date is there. Upstairs are the archives of the ayuntamiento, carefully preserved, and deserving a detailed mention, as they go back to 1722. They contain the papers relating to elections of members of the ayuntamiento (from 1773), to elections of Porto Rican deputies to the Cortes (from 1869), contain the municipal ordinances (from 1791), accounts of rents of San Juan property (from 1757), now producing an income of about 80,000 pesos, estimates of taxes, etc. (from 1763), appointment of employees (from 1776), licenses for fishing, ferrying, etc. (from 1795, now issued by the Crown officials), papers relating to public lighting (from 1870), permits to build (from 1785; wooden house permit, at present, 5 pesos; stone, 25), accounts of expenses of fiestas (from 1790; two fiestas, that of the patron Saint John, June 24, and that of the cemetery or memorial days (November 1 and 2), taxation of butchers and bakers (from 1769; bakers now pay 2½ pesos per barrel and butchers about 120 pesos per day of butchering), papers relating to public works, streets, bridges, municipal buildings, etc. (from 1783), concerning the municipal police or guardia municipal (from 1826), concerning the public charities or beneficencia (from 1814; now controlled by the house of deputies), concerning public instruction (from 1770), many concerning the aqueduct (from 1837; the aqueduct is not finished yet, however), the cemetery (from 1806), concerning the lands owned by the city (from 1773), the theater (from 1836; each company performing pays the city 25 pesos per night), statistics or lists of taxpayers, etc. (from 1807), the lottery (from 1837 to 1874; no lottery at present), municipal contributions or taxes on rents, lawyers, physicians, merchants, etc. (from 1814), quintos or persons owing two year's military service found in Porto Rico (from 1861; now under the house of deputies), pensioners (from 1844; each city employee serving twenty years and 60 years old, or his family, gets a pension of half his salary), concerning street cleaning and other public cleaning and painting (from 1813), public health (from 1766), inventories of

all city property, movable (from 1846), papers concerning vaccination (from 1804), sidewalks and fountains (from 1820; there are no fountains), roads outside the city proper (from 1844), and papers concerning miscellaneous business (from 1768).

In the cathedral building I found practically complete from 1852 to date the records of the proceedings of the cathedral chapter, the volumes embracing royal cédulas, appointments of church dignitaries, bishops' correspondence with the captain-general, etc. Prior to 1858 the volumes contain accounts of tithes collected from the churches of the island. This is a valuable and curious set of books.

In the palace of the captain-general I found the archives kept in much disorder, no archivist having for many years been in charge of them. When arranged, as they should be as soon as possible, they will doubtless prove very interesting. I could only examine papers at random. There are volumes of correspondence (1795 and other years), naturalizations (1800-1836 and apparently to date), lists of strangers on the island (of 1814, 1864, and others no doubt), registers of slaves, proceedings of the Junta de Comercio, papers concerning condemned persons (1897 and others), presupuestos (estimates or assignments or apportionments of the taxes) for the island, papers relating to criminal matters (1841, etc.), stray leaves of correspondence (1733), royal orders (from 1801 practically to date), papers concerning public works (1815 apparently to date), a volume concerning a council of war (1795), papers concerning police, municipal and other (many years), the journal of the Cortes of Spain (many years), volumes of the laws of the Cortes concerning the colonies (many volumes). Among other things I found a table dated 1794, on one page, of the population of the island, from which I learned that there were on the island in 1794, exclusive of the garrison from Spain, whites, 57,832; Indians, 2,240; pardos liberos (straight-haired persons with part negro blood), 39,203; free morenos (mulattoes supposed to have black fathers), 10,136; mulatto slaves (supposed to have white fathers), 8,299; negro slaves, 9,323; total, 127,733; and that in 1793 the population was 120,022. Apparently freedom or slavery depended on the freedom or slavery of the mother. The pure whites were thus 57,832 and the remainder 69,901.

In the palace of the bishop I found a most interesting collection of royal cédulas, decrees, pragmáticas, orders, and provisions, the oldest dated 1635, but skipping then to 1687. There are 2 of that year, 2 of 1696, 2 of 1697, and 1 of 1701; in all down to 1750 there are 53, and after that others, making in all to 1832, 794. Owing to the relations of the church with the Crown and captain-general, these documents are by no means of purely religious concern.

The substitute bishop is expecting a newly appointed bishop from Spain. He said that the military hospital belonged to the church, having been turned over to Spain on condition of her maintaining forty beds, and that the audiencia and one of the barracks belonged to the Dominicans and Franciscans, and that Spain had turned over to private hands some church property.

In the intendencia building I found records of two of the three monasteries which were abolished by law in 1851, those of San Francisco (now the barracks, church and chapel of San Francisco, in San Juan), and of the Dominicans (now the audiencia). The third was that of Porta Coelis, at San German. These records concern the properties of the monasteries. The oldest are two volumes, each called *libre mayor becerro* (great calf-bound book), that of San Francisco dated in 1791, and the other in 1790. The records of these properties, in volumes of 1851, etc., are still in use, and are complete. It appears that in 1851 the cloistered orders were abolished in Spain and Porto Rico, and the properties, many of them mortgaged and rented, were taken by the State. The State repented in 1858, however, and lumping the properties in Spain and elsewhere, substituted, by a concord and royal cédula, salaries for the clergy in place of these old properties, which it retained. These are the salaries drawn until a few days ago. Prior to that time the priests received no salaries, and depended upon the proceeds of donation of lands and of a tariff of fees for baptizing, marrying, burying, etc. This tariff was supposed to be abandoned in 1858, but practically has continued in force. It cost about \$16 gold to get married and more was often voluntarily paid. The pay of the bishops and other clergy connected with the cathedral is, or was to have been, 9,000 pesos for him and 33,000 for the others, and including these salaries, 167,340 for all the island; besides which the island was to pay 26,270 pesos for material for the churches.

The Porto Rican salaries were at first much less than the amount which the State received from the seized properties, but owing to the sale of some of these properties their rental (5 per cent) is now about the same as the salaries and goes into the treasury.

In the same intendencia (but about to be removed to the agricultural building, No. 4, calle de la Fortaleza) are records of the engineer of the mountains, Don Ramon García, showing concessions of lands from about 1773. Since 1815, when the settler

and cultivation law was passed, they seem to be complete, and they are prooably so since 1773. Now no titles are acquired to the swamps, mountains, or wild lands by settlement and cultivation in consequence of a law of 1884, which allowed ten years for such settlement to proceed. Among these records are some other old documents relating to the building of churches, founding of towns, (e. g., church of Fajardo, 1773).

In the Casa Blanca, the oldest public building in San Juan, were very few papers of interest. Plans of Morro Castle were shown me, and the chief inspector of engineers (secretary of the Spanish commissioners) told me he had handed over to General Brooke's chief engineer plans of the other fortresses. He showed me some papers relating to licenses to occupy lands adjoining the fortresses, etc., and said they were absolutely all the papers of historical interest. Upon his asking me what to do with them I suggested his sending them to the secretary of the American commission, which he will do. General Brooke tells me the plans referred to as given to our engineer were duly received.

Various department records.—The papers belonging to the various departments of the central government are nearly all in the Intendencia building or separate buildings, as that of agriculture, public works, etc., in charge of the appropriate officials. The estimates and other papers of the treasury are reasonably complete for a century past, although these and some other departmental documents are in some disorder owing to the recent change in the form of government, a disorder which would doubtless soon disappear if the present officials were to remain at their posts, but they are all in a state of expectancy and doubt. The head of the taxing bureau, for example, is not collecting the taxes for the quarter, October, November, and December. As many of the latest estimates are for war purposes, the collection will doubtless not proceed, if at all, without modifications. Formerly (until this past summer) the Bank of Spain made the collections under a notarial contract with the island government, but not expecting this farming contract to be carried out by the Americans, they turned over their book receipts to the head of this bureau of contributions and rents; and as this would necessitate a new set of collectors the collection has been practically suspended. The receipts are all made out with the name of each contributor and the amount due for each of the three months, October, November, and December, ready for the collector to gather the money and turn over the acknowledgment of payment. The total contributions for the fiscal year ending June 30, 1899, one-fourth collected, are 415,530 pesos. This of course does not include export and import duties.

The Institute of Education of the second class (the highest class being that at the university at Madrid) is on calle del Cristo, and has records of the institution dating from 1882, and of its predecessor dating from 1874. There are kept careful accounts of each student, his entrance, record marks, etc., and the degree of bachelor of arts is conferred. The Government helps to support the school, but each scholar pays 8 pesos per study as matriculation fee. In 1896 and 1897 the students were 323, and matriculations 767. The studies are: First year, Latin and geography; second year, same and history of Spain; third year, mathematics, universal history, a foreign language (French, English, or German), rhetoric, and literature; fourth year, geometry, trigonometry, philosophy, and a language; fifth year, chemistry, physics, natural history, and agriculture. Prof. E. A. Perez, one of the oldest of the faculty, says the institution needs more money, more room, and a quieter location, and that Spaniards have paid too little attention to education in the physical sciences. He says before 1880 there were only one or two schools in a pueblo; in that year Captain-General Despujol greatly increased them; in 1884, Captain-General Daban started schools for both boys and girls in rural districts, there being then no girl schools except in towns. Education had been fostered by General Messinas in 1864, but afterwards decayed until 1880. One-half of the population, or a little over, he thinks, can now read and write. There are some appliances for teaching chemistry, etc., and a collection of minerals at the institute, whose students are largely in other schools all over the island, intending to pass their examinations here for the degree of B. A.

At No. 2 calle del Cristo is the headquarters of posts and telegraphs. Current records there are carefully looked after, but older ones are not arranged. The post-office is also the telegraph, and the business seems to be very fully arranged on a modern basis, if we may judge from the *Anuario Oficial*. The war and present situation have, of course, disordered the service. The chief is preparing for the postal experts now here from the United States a statement concerning the business, and has promised me a copy.

At the Jesuit Seminary, calle del Cristo, founded between 1826 and 1833, no very old documents were to be had; but the head of it produced a printed volume, frequently alluded to by others with whom I had conversed, containing several hundred

documents printed by Señor Tapia in 1854, in Porto Rico, entitled "Biblioteca Histórica de Puerto Rico, que contiene varios documentos de los siglos XV, XVI, XVII, XVIII." Although not originals, these reprints are of great value and interest for historical purposes. Both the bishop and the comandante at Casa Blanca said that Señor Tapia had been permitted to take away documents, and that he had died without having returned them.

Under the stone in front of the altar of the church of San Jose are supposed to be the remains of Ponce de Leon, together with documents showing the proceedings of a commission appointed a few years ago to inquire into their genuineness. I understand they reached no great certainty on the point.

The archives of the board of public works, since 1861 the *inspección y jefetura de obras públicas* (now at No. 15 Cristo street), go back to 1848; prior to that time the general public works were under the military engineer.

In 1897 a centennial memorial volume was published by General Ortega and others, giving the history of the defense of the island against the Dutch (1625), the English (1797), etc., and other matters of military character. This book contains a mass of interesting data, by Dr. Coll y Toste, concerning the history of San Juan and its buildings.

I visited in the evening the rooms of the Economic Society of Friends of the Country, at the northeast corner of the plaza, and found one of the members teaching English to about 150 young people of both sexes. The society is in part maintained by the State (last year receiving 2,000 pesos).

The Athenæum is also on the Plaza, and there free lectures are delivered and in its hall portraits of Porto Rican poets, dramatists, painters, etc., are shown with patriotic pride. The archives of the Economic Society are complete for eighty-five years past. Its assistance from the State has been interrupted, but small sums have been received for the past twenty-five years. The members contribute \$4 each per annum and render many services gratuitously. Its purpose has been education in agriculture, commerce, etc., and the introduction of valuable plants and animals. This year 87 girls and young ladies and 78 boys and young men are receiving free lectures in English; last year there were but 20 of both sexes. One of the officers told me that the education of women has been sadly neglected and that his four daughters and four others are the only women on the island who have the degree of B. A.

Judicial records.—In the audiencia territorial, formerly the ancient monastery of San Jose, belonging to the Dominicans, I found the most satisfactory body of archives well arranged from 1866, but extending back to 1832 both in civil and criminal cases.

In every civil case begun before a judge of first instance anywhere on the island, as the law was before 1888, it was necessary for the process and decree to be sent to the supreme court for approval or disapproval. It results that the records are all preserved in this building. Since 1888 the courts of first instance have decided, subject to an appeal, and only appealed cases are of record here. Each court of first instance has archives of its own from that year to date. In San Juan, Jesus Rossey, 26 San Sebastian street, and Romolo Villermosa, 25 Calle de la Cruz, are the judges of first instance, and their archives are at those houses. A municipal judge is Ricardo Acosta, at 29 Calle de la Cruz. He is a judge of the peace.

In criminal cases, before 1888, the court of first instance made its preliminary examination and sent the case to this supreme court, so that records of all criminal cases before that year are to be found here. Since 1888 all criminal cases for the district of San Juan are of record here, and all for the two other districts, embracing Ponce and Mayaguez, are of record in the buildings of the district courts of those districts. The supreme court here is the criminal district court for this district.

Of course, the archives of the audiencia contain everything relating to its own jurisdiction. Also, they contain the papers of the "administrativo contestacion." For criminal or civil business there is a court of three judges, presided over by a president. In all, there are six of these judges and two sections of the court, with the same president for both. In civil cases these sections take cases of similar kinds; but in criminal business the first section takes cases from San Juan city, district, or pueblo; the second section from the district of San Juan (about one-third of the island). The president ordinarily takes no part in the decisions. For the administrative litigation a court is formed of this president, two of the six judges, and two deputies of the house of deputies, formerly two persons named by royal decree. When the governor-general or any administrative official makes a decision or does an act which a subject considers injurious to him, the latter brings the matter before this tribunal to be passed upon.

These divers tribunals, in consequence of a royal decree which shortly followed the

protocol between the President and representatives of Spain, suspended their civil functions and continued their criminal proceedings, and that is the condition of affairs to-day.

In the same archives are to be found the Official Gazette of Porto Rico since January 1, 1833, published every two days; the review entitled *La Justicia*, Madrid, since 1867, and the legal gazette, "*Gaceta de Ley*," Madrid, since 1857. Administration papers, reports of visits to prisons, appointments of judges of the peace and official attorneys, etc., are likewise to be found here, all the papers of recent years being carefully arranged for speedy reference, and the older papers differentiated and securely tied up for preservation.

Respectfully submitted.

CHARLES W. RUSSELL.

EXHIBIT 3.

FINDING LIST OF IMPORTANT MILITARY ORDERS, 1898-1900.

- Accounts*.—G. O. ^a 87, 106, 156, 196, 198, 204, 211, Cir. ^b 45, 1899. G. O. 84, 91, 1900. O. G. ^c 29, 128, 130, 1899; 60, 1900.
- Administrative bureaus*.—G. O. 15, 93, 97, 116, 1899; 102, 1900. O. G. 102, 104, 127, 137, 1899.
- Administrative departments*.—G. O. 12, 15, 16, 97, 98, 104, 116, 1899. G. O. 29, 102, 1900. O. G. 37, 80, 105, 1899.
- Advertisements*.—G. O. 176, 1899; 21, 44, 103, 1900. O. G. 60, 1900.
- Advisory board*.—G. O. 116, 121, 1899; 102, 1900.
- Agriculture*.—G. O. 18, 116, 1899; 101, 102, 1900. O. G. 20, 76, 1899.
- Alcaldes*.—G. O. 16, 39, 80, 128, 193, 206, 208, 1899; 28, 55, 1900. O. G. 18, 58, 88, 1899.
- Allegiance*.—G. O. 1, 1899; 47, 1900.
- Amnesty and pardon*.—G. O. 58, 88, 215, 1899. O. G. 59, 108, 1899.
- Appeals and stays*.—G. O. 88, 101, 118, 182, 216, 224, 228, 1899; 67, 1900. O. G. 57, 1898; 37, 58, 1899.
- Arms, carrying of*.—G. O. 180, 225, 1899. O. G. 297, 1899; 60, 1900.
- Army officers, civil duties of*.—G. O. 145, 160, 183, 1899; 102, Cir. 19, 1900.
- Attachments*.—G. O. 224, 1899. O. G. 20, 27, 59, 108, 1899; 69, 1900.
- Bail*.—Cir. 17, G. O. 103, 1899.
- Bankruptcy proceedings*.—G. O. 224, 1899.
- Budgets*.—G. O. 43, 48, 97, 118 (par. 40), 156, 202, 1899; 15, 46, 66, 102, 1900. O. G. 24, 83, 85, 100, 124, 1899; 42, 1900.
- Buildings*.—G. O. 116, 1899. Cir. 8, 1900. O. G. 45, 1899.
- Cattle and other animals*.—G. O. 39, 1898; 101, 122, 128, 142, 176, 200, 209, 221, 1899; 78, 1900. O. G. 24, 107, 1899.
- Cemeteries*.—G. O. 13, 1899; 69, Cir. 16, 1900. O. G. 57, 1899.
- Census*.—G. O. 157, 163, 1899.
- Charitable institutions*.—G. O. 15, 91, 116, 1899; 74, 102, 1900. O. G. 81, 241, 1899.
- Civil code*.—G. O. 162, 219, 1899. O. G. 82, 1899.
- Commercial assignments*.—G. O. 224, 1899.
- Condemnation of property*.—G. O. 56, 63, 90, 1900.
- Contracts*.—O. G. 27, 50, 56, 1899. (See *Mortgages*.)
- Courts*.—(a) In general: G. O. 1, 4, 19, 27, 1898; 67, 71, 98, 104, 114, 118, 134, 152, 156, 173, 186, 190, 223, 224, 228, Cir. 17, 39, 1899. G. O. 15, 16, 27, 29, 47, 70, 100, 1900. O. G. 56, 1899.
- (b) United States provisional court: G. O. 88, 103, 216, 1899; 102, 1900.
- (c) Supreme court of Porto Rico: G. O. 19, 1898; 114, 118, 228, 1899; 56, 99, 1900. O. G. 57, 1898.
- (d) District courts of Porto Rico: G. O. 118, 134, 182, 228, 1899; 15, 1900.
- (e) Municipal courts: G. O. 97, 118, 133, 144, 189, 194, 195, 228, 1899; 6, 13, 20, 27, 35, 66, 79, 86, 1900.
- (f) Police courts: G. O. 195, 1899; 72, 1900. O. G. 60, 1900.
- (g) Military courts: G. O. 1, 27, 1898; 67, 1899.

^a G. O. is used as an abbreviation for General Orders, Headquarters Department of Porto Rico. The series denoted by the year.

^b Cir. is used as an abbreviation for circulars, Headquarters Department of Porto Rico. The series is indicated by the year.

^c O. G. denotes publication in the Official Gazette of Porto Rico, the particular issue being indicated by the number and year given.

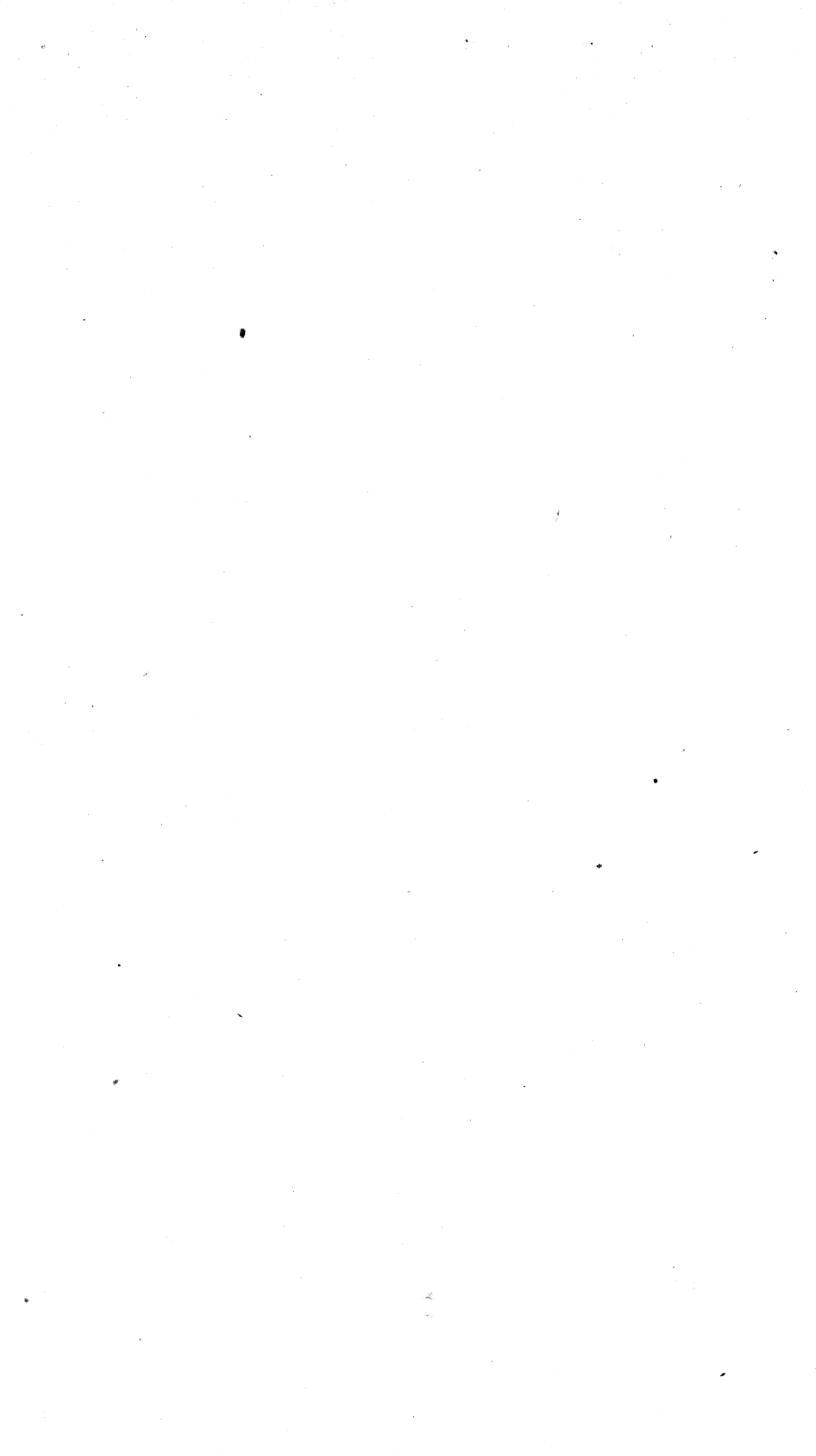
- (h) Other courts: G. O. ^a 1, 27, 1898; 67, 71, 95, 104, 105, 118, 1899. O. G. 37, 1899.
Currency and coins.—G. O. 30, 76, 1899; 47, 1900. O. G. 31, 50, 1899.
Customs service.—G. O. 11, 1898; 5, 87, 136, 1899; 64, 85, 1900. O. G. 24, 1899.
Disbursing officers.—G. O. 5, 104, 111, 113, 123, 156, 174, 203, 223, 1899; 16, 1900.
Duelling.—G. O. 129, 1899.
Education and schools.—G. O. 15, 84, 93, 108, 113, 116, 160, 165, 176, 205, 229, 1899; 16, 26, 36, 101, 102, 1900. O. G. 49, 1898; 60, 85, 95, 102, 104, 106, 126, 127, 128, 129, 134, 135, 137, 202, 1899; 37, 58, 78, 1900.
Elections and franchise.—S. O. ^b 146, 1899. G. O. 112, 145, 160, 166, 183, 205, 218, 220, 1899; 13, 55, 86, 1900. O. G. 128, 194, 1899.
Employment and labor.—G. O. 51, 64, Cir. 1, 28, 1899; G. O. 42, 67, 1900. O. G. 29, 1899.
Exchange.—G. O. 30, 76, 1899. O. G. 31, 1899.
Fees.—G. O. 6, 87, 88, 133, 150, 153, 173, 176, 194, 198, 204, 1899; 6, 62, 87, 93, 1900. O. G. 22, 23, 27, 69, 71, 235, 1899.
Fidelity bonds.—G. O. 5, 111, 113, 123, 176 (par. 6), 178, 1899. O. G. 60, 1898; 29, 31, 44, 65, 128, 234, 1899.
Fines.—G. O. 37, 1898; 30, 180, 195, 1899; 17, 21, 37, 48, 1900. (See Penalties.) O. G. 60, 1900.
Fishing.—G. O. 21, 1898; 180, 1899. O. G. 39, 1900.
Forestry.—G. O. 116, 197, 1899; 39, 102, 1900.
Franchises and concessions.—G. O. 35, 1898; 116, 1899; 102, 103, 1900. O. G. 105, 1899.
Gambling.—G. O. 46, 171, 1899.
Habeas corpus.—G. O. 71, 200, Cir. 17, 1899.
Health.—G. O. 37, 1898; 48, 91, 102, 153, 170, 181, 191, 221, Cir. 39 (par. 42), 41, 44, 1899; G. O. 28, 48, 66, 67, 69, 78, 80, 87, 102, Cir. 16, 1900.
Holidays.—O. G. 85, 1899.
Hurricane relief.—G. O. 115, 116, 117, 124, 135, 1899; 89, 102, 1900.
Immigration and immigrants.—G. O. 29, 1899; 27, 1900. O. G. 29, 1899.
Indebtedness, loans, and interests.—O. G. 27, 50, 60, 176, 1899. (See Contracts, Mortgages, &c.)
Insular cabinet.—G. O. 12, 1899. O. G. 60, 1898.
Insurance and surety.—G. O. 178, 1899; G. O. 22, 81, 94, 1900. O. G. 31, 1899.
Insular and municipal police.—G. O. 13, 15, 25, 110, Cir. 39, 1899; 102, 1900. O. G. 23, 29, 1899; 60, 1900.
Internal revenue.—G. O. 5, 87, 133, 156, 211, 1899; 42, 102, 1900. O. G. 29, 297, 1899.
Judicial board.—G. O. 98, 114, 118 (Par. 76), 1899; 102, 1900.
Judicial districts.—G. O. 114, 1899; G. O. 15, 1900.
Judicial procedure.—G. O. 88, 98, 118, 134, 173, 190, 224, 228, 1899; 100, 1900. O. G. 57, 1898; 37, 88, 108, 1899; 60, 1900.
Judicial process and correspondence.—G. O. 173, 178, 1899; 94, 1900.
Judicial limitations and responsibility.—G. O. 4, 1898; 118, 1899.
Judiciary. (See Courts.)
Jurisdiction.—(a) In general: G. O. 1, 1898; 118, 1899; 47, 1900. O. G. 57, 1898.
 (b) Of United States provisional court: G. O. 76, 88, 109, 129, 160, 178, 1899; 29, 39, 47, 48, 1900.
 (c) Of supreme court of Porto Rico: G. O. 98, 118, 1899.
 (d) Of district courts of Porto Rico: G. O. 118, 129, 145, 163, 170, 171, 176, 187, 197, 198, 221, 224, Cir. 41, 1899; G. O. 15, 17, 39, 47, 48, 54, 67, 69, 78, 80, 87, 94, Cir. 16, 1900.
 (e) Of municipal courts: G. O. 118 (Par. 25, 27), 195, 1899; 48, 1900.
 (f) Of police courts: G. O. 180, 195, 1899; 21, 52, 58, 1900.
 (g) Of courts of instruction: O. G. 108, 1899.
Laws.—G. O. 1, 1898; 29, 109, 118 (Par. 76), 1899; 54, 68, 1900.
Laws regulating practice of professions, &c.—G. O. 18, 1898; 28, 69, 88, 102, 134, 153, 191, Cir. 41, 44, 1899; 21, 24, 67, 87, 1900. O. G. 95, 1899.
Licenses.—G. O. 39, 1898; 153, 176, 180, 191, 225, Cir. 41, 1899; 24, 28, 31, 65, 102, 1900. O. G. 105, 235, 1899.
Light-houses and buoys.—G. O. 4, 102, 116, 1899.
Manufacture and sale of foods, liquors, drugs, &c.—G. O. 39, 1898; 30, 101, 151, 1899; 17, 48, 87, 1900. O. G. 278, 1899; 55, 69, 1900.

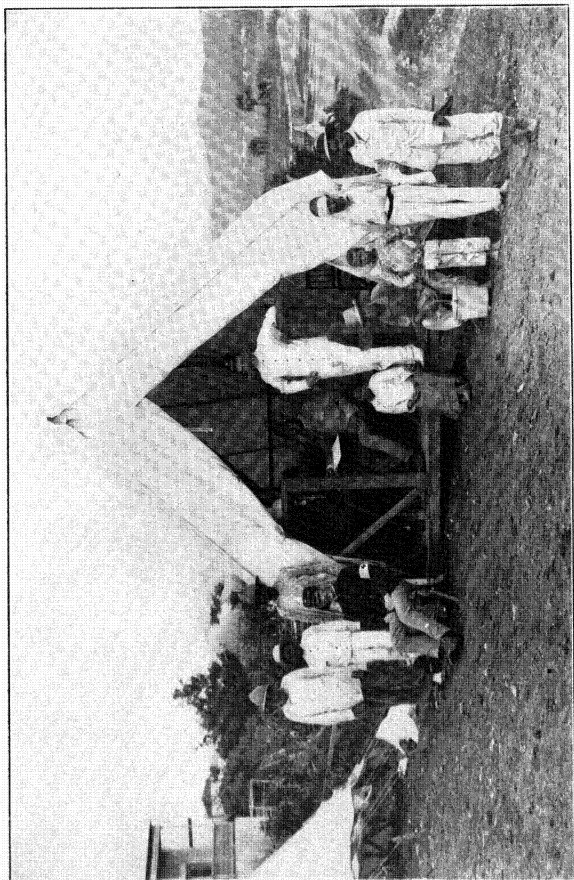
*NOTE.—Under this heading are included special references to the following courts: Supreme court of Madrid, audiencias, courts of instruction, court of *contenciosos administrativo*, courts of first instance.

^bS. O. is used as abbreviation for Special Orders, Headquarters Department of Porto Rico. The series is denoted by the year.

NOTE.—The jurisdiction of existing courts was, in general, continued in force by G. O. 1, 1898.

- Marriage and divorce.*—O. G. 71, 1899.
- Matches.*—G. O. 176, 187, 1899; 84, 1900.
- Military occupation and government.*—G. O. 101, A. G. O. #1898; G. O. 1, 1898; 102, 104, 1900.
- Mortgages and real estate transfers.*—G. O. 18, 82, 190, 1899; 10, 92, 1900. O. G. 20, 27, 60, 65, 68, 1899.
- Municipal councils and boards.*—G. O. 16, 54, 110, 143, 145, 146, 160, 206, 1899. O. G. 60, 1898; 37, 58, 69, 212, 1899.
- Municipalities.*—G. O. 39, 1898; 1, 48, 116, 143, 199, 202, 205, 212, Cir. 39 (Par. 43), 1899; 42, 67, 69, 74, 84, 102, 1900. O. G. 18, 58, 124, 130, 176, 212, 1899.
- National colors.*—G. O. 208, 1899.
- Nationality.*—G. O. 29, 132, 159, 164, 207, 1899; 27, 47, 1900.
- Newspapers.*—G. O. 10, 1898; 169, 186, 1899. O. G. 88, 108, 1899.
- Notaries and notarial offices.*—G. O. 11, 16, 1899; 93, 1900. O. G. 22, 23, 27, 51, 65, 1899.
- Offices—Eligibility, appointment, removal, substitution, discharge, &c.*—G. O. 1, 1898; 11, 12, 17, 20, 37, 48, 54, 97, 118, 145, 160, 166, 205, 206, 1899; 50, 67, 70, 86, 93, 102, 1900. O. G. 29, 37, 104, 106, 137, 1899; 58, 1900.
- Offices and boards, created, abolished, &c.*—G. O. 12, 15, 98, 116.
- Officials.*—G. O. 1, 1898; 97, 98, 145, 160, 206, 1899; 46, 55, 70, 93, 102, 1900. O. G. 95, 137, 1899.
- Patents, &c.*—G. O. 116, 1899; 102, 1900.
- Pay, salaries, and allowances.*—G. O. 30, 54, 78, 87, 97, 116, 118, 121, 156, 168, 204, 205, Cir. 28, 1899. G. O. 15, 46, 70, 102, 1900. O. G. 70, 95, 128, 1898.
- Penalties.*—G. O. 39, 1898; 11, 13, 28, 30, 37, 76, 80, 98, 101, 102, 109, 112, 118, 124, 128, 129, 133, 145, 151, 156, 160, 163, 170, 171, 176, 180, 183, 187, 193, 195, 197, 198, 221, 224, 228, Cir. 3, 1899. G. O. 21, 29, 32, 54, 64, 67, 69, 70, 78, 87, 94, Cir. 16, 1900. O. G. 57, 1898; 29, 50, 56, 67, 69, 72, 104, 107, 135, 137, 241, 1899; 55, 69, 1900.
- Pensions.*—O. G. 49, 1898; 22, 1899.
- Personal and property rights.*—G. O. 1, 1898; 47, 1900. O. G. 154, 1899.
- Physicians.*—G. O. 72, 1899; 28, 67, 1900. O. G. 86, 87, 1899. (See Laws regulating, &c.)
- Pilotage and port regulations.*—G. O. 10, 133, 140, 163, 1899; 37, 64, 1900. O. G. 67, 1899.
- Politics.*—G. O. 98, 160, 183, 1899. (See Elections.)
- Postal affairs.*—G. O. 1, 87, 97, 106, 116, 144, 1899; 29, 91, 1900.
- Prisons.*—G. O. 33, 68, 72, 77, 152, 192, 1899; 32, 42, 102, 1900. O. G. 24, 37, 56, 64, 108, 1899.
- Prohibited sports, exhibitions, &c.*—G. O. 54, 1900. O. G. 107, 241, 1899.
- Provincial deputation.*—G. O. 17, 1898; 84, 97, 1900. O. G. 43, 1899.
- Public lands and mines.*—G. O. 49, 116, 1899; 102, 1900. O. G. 81, 105, 1899.
- Public order.*—G. O. 193, Cir. 39 (Par. 39), 1899.
- Public works and roads.*—G. O. 15, 21, 116, 1899; 56, 63, 69, 90, 102, 1900.
- Punishments.*—G. O. 33, 1899; 32, 1900. (See Penalties.) O. G. 37, 108, 1899.
- Quarantine.*—G. O. 102, 116, 133, 137, 170, 221, 1899; Cir. 16, 1900.
- Records.*—G. O. 116, 150, 160, 195, 198, 223, 1899; 20, 35, 69, 102, 1900. O. G. 27, 1899.
- Registries and registrars of property.*—G. O. 190, 1899; 99, 1900. O. G. 23, 40, 1899.
- Requisitions, estimates, and returns.* (See Accounts.)
- Retroactive laws.*—O. G. 71, 82, 108, 1899.
- Revenues.*—G. O. 87, 174, 1899. (See Accounts, Customs service, Internal revenue, and Taxes.)
- Revenue stamps and stamped paper.*—G. O. 4, 1898; 176, 178, 187, 198, 211, 1899; 42, 1900. O. G. 22, 1899; 29, 60, 1900.
- State and consular affairs.*—G. O. 116, 1899; 102, 1900.
- Taxes.*—Of various kinds: Imposition, continuance, suspension, remission, abolishment, collection, &c.—G. O. 4, 12, 16, 29, 39, 1898; 6, 16, 18, 30, 43, 113, 125, 138, 147, 155, 176, 178, 183, 187, 196, 198, 226, 232, 1899; 26, 81, 84, 85, 1900. O. C. 29, 50, 1898; 4, 20, 24, 29, 31, 39, 41, 45, 48, 58, 72, 76, 86, 87, 100, 105, 127, 284, 1899; 29, 37, 78, 1900.
- Treaty of Paris.*—G. O. 132, 159, 164, 1899; 47, 1900. O. G. 154, 1899.
- Vaccination.*—G. O. 1, 7, 80, 192, Cir. 44, 1899. O. G. 2, 80, 1899.
- Vital statistics.*—G. O. 37, 1898; 102, 1899; 66, 1900.
- Weights and measures.*—G. O. 116, 1899. O. G. 69, 1899; 55, 1900.
- Wills.*—G. O. 162, 1899.
- Witnesses.*—G. O. 118, 228, 1899.





ADMINISTRATION TENT, UNITED STATES PROVISIONAL HOSPITAL, PONCE.

APPENDIX K.

REPORT OF THE SUPERIOR BOARD OF HEALTH OF PORTO RICO.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
CHIEF SURGEON'S OFFICE,
San Juan, June 30, 1900.

SIR: I have the honor to submit the following report covering the general sanitary condition of Porto Rico, the work of the officers and agents of the superior board of health, and a detailed statement of all moneys received and disbursed by the board during the period from June 29, 1899, the day on which the board was constituted, until May 1, 1900, when the military government of Porto Rico ceased to exist:

From the day our forces occupied Porto Rico until June 30, 1899, public sanitation was conducted under emergency conditions. There was not, nor could there well have been, a maturely considered scheme of sanitary regulations. Everything was in a formative state so far as the relations between ourselves and these people were concerned, for we knew as little of their requirements as they knew of how we would meet them. So sanitation here resolved itself down to its simplest form, "policing," where this board found it.

By reference to the file of General Orders, Headquarters Department of Porto Rico, from October 18, 1898, to June 29, 1899, it will be found that but three orders were issued which in any way related to public health. Paragraph 1, General Orders 18, series 1898, abolished the subdelegation of pharmacy; General Orders 37, series 1898, established boards of health in San Juan and the various other towns of the island, and General Orders 28, series 1899, defined the licensing functions of the subdelegation of medicine.

These are exclusive of various orders and circulars relating to the general vaccination executed under direction of the writer as chief surgeon of the department.

An examination of the codified sanitary laws of Porto Rico under the Spanish dominion will determine the fact that those pertaining to exterior quarantine were sufficiently comprehensive, thorough, and modern. They were not, however, vigorously executed and imported diseases frequently gained foothold here.

Guia Oficial General de Puerto Rico, 1897, gives the membership of the Junta Provincial de Sanidad as follows: The governor-general, secretary of the treasury, senior naval officer, vice-president of the provincial commission, alcalde of San Juan, inspector-general of public works, secretary to the governor-general, president of the subdelegation of medicine, president of the subdelegation of pharmacy, director of the quarantine, city engineer of San Juan, and three physicians,

one pharmacist, one lawyer, one delegate to the Spanish Cortes, the chief medical officer of the army, and a veterinarian. This board had a secretary and a comision permanente or executive committee.

I have been unable to learn anything of the accomplishments and records of this board, but its distinguished membership indicates the importance attached to this department of governmental responsibility. In this connection attention is invited to the very interesting résumé of sanitary work under the Spanish Government, compiled by my former colleague, and successor as president of the board, a widely known Porto Rican physician, Dr. Ricardo Hernandez.

It may be said that up to June 30, 1899, much preliminary sanitary work had been done and one stupendous undertaking accomplished. I refer to the vaccination of the entire population, which will be made the subject of a special report.

The experience gained during the execution of the general vaccination, with which was combined a sanitary inspection of the various municipal districts, indicated that the time was at hand when a systematic sanitary organization with a well-considered sanitary code was necessary, whereupon the following communication was addressed:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
CHIEF SURGEON'S OFFICE,
San Juan, June 7, 1899.

SIR: To place and maintain this island on a satisfactory sanitary basis, I have the honor to recommend that a superior board of health be organized, to consist of the senior officers of the Medical Departments of the Army, Navy, and Marine-Hospital Service who may be serving here, of two Porto Rican physicians of acknowledged reputation, a civil engineer, and a secretary. That all the members of the board shall serve without compensation, except the secretary, who shall have a salary of \$3,000 per annum, provided that the civilian members of the board shall be allowed \$8 per day and 7 cents per mile traveling expenses, when in the performance of sanitary duties required of them by the board or other proper authority.

The duties of the board shall consist in organizing local boards and formulating sanitary laws to be promulgated by proper authority, to see that the laws are obeyed, and that everything possible is done to promote the healthfulness of the island.

Subjects for regulation and control by the proposed superior board of health:

Public water supplies, markets, bakeries, groceries and all food supplies, milk depots, public institutions, schools, asylums, jails, hospitals, barracks, court rooms, theaters, etc., tenement houses, vital statistics, marriages, births, deaths, registration of physicians, dentists, pharmacists, midwives, and undertakers, plumbing, sewerage, street cleaning, privies, water-closets, cesspools, etc., nuisances, slaughterhouses, stables, yards, contagious and infectious diseases, trades and factories, undertaking and cemeteries, disinfection, granting of licenses and permits, vaccination, communicable diseases of domestic animals, quarantine.

If this suggestion is approved I would respectfully recommend that the services of Maj. George G. Groff, surgeon, U. S. V., who is about to be mustered out, be secured as secretary of the superior board of health. Major Groff, who was some time president of the State Board of Health of Pennsylvania, is a learned sanitarian and would be invaluable in the organizing and starting of the proposed work.

Very respectfully,

JOHN VAN R. HOFF,
Major, Surgeon, U. S. A., Chief Surgeon.

THE ADJUTANT-GENERAL,
Department of Porto Rico, San Juan, P. R.

In accordance with these recommendations, the following order was issued:

GENERAL ORDERS, }
No. 91.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, June 29, 1899.

I. A superior board of health is hereby constituted for Porto Rico, the authority of which will extend throughout this department, and to which all local boards of health will regularly report.

The board will for the present be composed of six members, as follows: Maj. John Van R. Hoff, surgeon, United States Army, chief surgeon of the department; Surg. Arthur H. Glennan, United States Marine-Hospital Service; Surg. F. W. E. Wieber, United States Navy; Dr. George G. Groff, Dr. Gabriel Ferrer, and Dr. Ricardo Hernandez.

The chief surgeon of the department will act as president of the board and Dr. George G. Groff is appointed secretary and treasurer.

The office of the board will be at these headquarters, where its meetings will ordinarily be held, at such times as may be appointed. Four members will constitute a quorum.

The board will meet as soon as practicable to prepare regulations covering the scope of its work, which will be submitted to the department commander.

II. On and after July 1, 1899, the management and control of the insane asylum at San Juan, now under charge of the bureau of education, will be transferred to the superior board of health of Porto Rico, and the public funds allotted for the support of the asylum will be disbursed and accounted for by the treasurer of the board under its direction.

By command of Brigadier-General Davis:

W. P. HALL,
Adjutant-General.

In addition to the institutional responsibility vested in this board by the foregoing order, Special Orders, No. 142, series 1899, transferred to its care the leper hospital, as follows:

3. On and after July 1, 1899, the management and control of the leper hospital at San Juan will be transferred to the superior board of health of Porto Rico, and the public funds allotted for the support of this hospital will be disbursed and accounted for by the treasurer of the board under its direction.

All of these institutions were transferred to the board of charities, Porto Rico, upon its organization in August, and this board continued its legitimate work.

RECEIPTS AND DISBURSEMENTS.

Accounts of the receipts and disbursements of the superior board of health from the date of its inauguration to April 30, 1900.

LICENSE ACCOUNT.

Received for the issue of licenses, in compliance with General Orders, No. 153, series of 1899.

1899.	
Nov. —. For issue of 68 licenses, at \$5	\$340. 00
Dec. —. For issue of 124 licenses, at \$5	620. 00
Dec. —. For issue of 11 licenses, at \$25	275. 00
1900.	
Jan. —. For issue of 90 licenses, at \$1	90. 00
Jan. —. For issue of 169 licenses, at \$5	845. 00
Feb. 15. For issue of 49 licenses, at \$5	245. 00
For correction of licenses	4. 50
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	2,419. 50

DISBURSEMENTS.

1899.	
Nov. —. Supplies	\$1. 70
Dec. —. Supplies	335. 58
Dec. —. Services	200. 83
1900.	
Jan. —. Supplies	500. 60
Jan. —. Services	129. 90
Feb. —. Supplies	30. 31
Feb. —. Services	125. 50
Feb. —. Supplies	393. 52
Services	99. 10

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1900.		
Mar. —.	Supplies	\$161. 10
	Services	64. 67
Apr. —.	Supplies	113. 36
	Services	6. 30
		<hr/>
		2, 162. 47
Feb. 28.	Refund to the treasurer of Porto Rico	\$46. 41
Mar. 31.	Refund to the treasurer of Porto Rico .....	. 95
Apr. 30.	Refund to the treasurer of Porto Rico	6. 56
		<hr/>
		53. 92
	Refund to individuals for overpayments	40. 00
		<hr/>
		\$2, 202. 47
	Balance on deposit with treasurer	217. 03

RECAPITULATION.

Received for licenses from November 1, 1899, to April 30, 1900	\$2, 419. 50
Disbursements	2, 202. 47
	<hr/>
Balance of license account on deposit with treasurer	217. 03

EXAMINER'S ACCOUNT.

1900.	
Feb. 15.	Fees received for examinations and deposited with treasurer of Porto Rico
	\$465. 00
Feb. 24.	Miscellaneous warrant, treasury draft No. 682
	465. 00

DISBURSEMENTS.

Feb. 24.	Dr. Ricardo Hernandez, recorder:	
	6 examinations of physicians, at \$25	\$150. 00
	3 examinations of physicians, at \$8.33	25. 00
	5 examinations of pharmacists, at \$12.50	62. 50
	2 examinations of dentists, at \$12.50	25. 00
	4 examinations of practicanes, at \$15	60. 00
	1 examination of midwife	5. 00
		<hr/>
		327. 50
	Dr. R. M. Ponte, examiner:	
	2 examinations of dentists, at \$12.50	25. 00
	Dr. P. J. Sallicrup, examiner:	
	3 examinations of physicians, at \$8.33	25. 00
	Dr. Guillermo Curbelo, examiner:	
	3 examinations of physicians, at \$8.33	25. 00
	Mr. Domingo Peraza, examiner:	
	5 examinations of pharmacists, at \$12.50	62. 50
		<hr/>
		465. 00

OFFICE AND LABORATORY.

OFFICE AND LABORATORY.

1899.		
July 31.	Warrant 37, treasury draft 52	\$330. 50
Aug. 23.	Warrant 83, treasury draft 44	445. 00
Sept. 27.	Warrant 151, treasury draft 257	473. 94
Oct. 28.	Warrant 188, treasury draft 318	366. 67
Nov. 29.	Warrant 242, treasury draft 421	512. 87
Dec. 30.	Warrant 330, treasury draft 531	266. 67
1900.		
Jan. 30.	Warrant 377, treasury draft 628	531. 50
Feb. 26.	Warrant 417, treasury draft 689	272. 75
Mar. 3.	Warrant 441, treasury draft 689	95. 83
Mar. 30.	Warrant 481, treasury draft 792	551. 60
Apr. 28.	Warrant 535, treasury draft 885	1, 194. 63
		<hr/>
		5, 041. 96

DISBURSEMENTS.

1899.			
July	31.	Supplies	\$42. 51
		Services	268. 98
Aug.	30.	Supplies	66. 01
		Services	367. 27
Sept.	30.	Supplies	71. 18
		Services	402. 76
Oct.	30.	Supplies	33. 99
		Services	295. 17
Nov.	30.	Supplies	131. 29
		Services	308. 67
Dec.	31.	Supplies	8. 55
		Services	256. 67
Jan.	31.	Supplies	275. 55
		Services	266. 67
Feb.	28.	Supplies	39. 33
		Supplies	31. 40
		Services	274. 93
		Services	101. 83
Mar.	31.	Supplies	5. 64
		Services	194. 83
		Services	338. 10
Apr.	30.	Supplies	617. 00
		Supplies	255. 89
		Services	150. 00
		Services	172. 50
			<hr/>
Feb.	28.	Refund to treasurer	4, 976. 72
Apr.	30.	Refund to treasurer	52. 97
			<hr/>
			65. 24
			<hr/>
			\$5, 041. 99

VACCINE STATION.

1899.			
Aug.	23.	Warrant 82, treasury draft 143	\$132. 00
Sept.	30.	Warrant 151, treasury draft 257	291. 06
Oct.	22.	Warrant 158, treasury draft	286. 77
Nov.	26.	Warrant 242, treasury draft 421	277. 22
Dec.	30.	Warrant 330, treasury draft 531	247. 57
Jan.	26.	Warrant 377, treasury draft 628	206. 04
Feb.	26.	Warrant 417, treasury draft 689	197. 07
Mar.	28.	Warrant 481, treasury draft 792	117. 96
Apr.	28.	Warrant 535, treasury draft 885	112. 14
			<hr/>
Aug.	31.	Refund to the treasurer	\$17. 08
Mar.	31.	Refund to the treasurer	3. 86
Apr.	30.	Refund to the treasurer	6. 92
Mar.	12.	Refund to the treasurer	1. 19
			<hr/>
			29. 05

1, 867. 83

DISBURSEMENTS.

Aug.	31.	Supplies	\$34. 52
		Services	80. 40
Sept.	30.	Supplies	53. 57
		Services	100. 78
Oct.	30.	Supplies	177. 62
		Services	114. 97
Nov.	30.	Supplies	74. 07
		Services	223. 75
Dec.	30.	Supplies	204. 22
		Services	90. 07

1900.		
Jan. 31.	Supplies	\$129.61
	Services	118.66
Feb. 28.	Supplies	86.33
	Services	130.69
Mar. 31.	Supplies	35.88
	Services	78.22
Apr. 30.	Supplies	27.00
	Services	78.22
		<hr/>
		\$1,838.78
		<hr/>
		\$1,867.83

RECAPITULATION.

Offices of board and laboratory:		
	Supplies	\$1,578.34
	Services	3,398.38
		<hr/>
		4,976.72
Vaccine station:		
	Supplies	\$823.02
	Services	1,015.76
		<hr/>
		1,838.78
		<hr/>
Total disbursements		6,815.50

EXTRACTS FROM MINUTES.

[From the minutes of the meetings of the superior board of health, Porto Rico, from the date of the organization, July 3, 1899, to the inauguration of the civil government, May 1, 1900.]

The superior board of health of Porto Rico, organized in accordance with General Orders, No. 91, series 1899, held its first meeting at the offices of the board, No. 5 Fortaleza, San Juan, at 3 p. m., July 3, 1899. All members named in the order being present, the meeting was called to order by the president, Maj. John Van R. Hoff, surgeon, U. S. A., chief surgeon Department of Porto Rico.

An outline of the duties proposed for the board was submitted by the president, discussed, approved, and directed to be forwarded to the military governor with the recommendation that the same be published in general orders. It may be well to add that the recommendation was accepted as follows:

GENERAL ORDERS, }	HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 102. }	<i>San Juan, July 18, 1899.</i>

For the information of all concerned, the following orders are published relative to the duties of the superior board of health constituted for the island of Porto Rico by General Orders, No. 91, current series, these headquarters:

- It shall be the duty of the superior board of health—
- I. To have general supervision of all the interests of the public health of the island, and to especially study its vital statistics.
 - II. To make sanitary investigations and inquiries respecting the causes of disease, and especially of epidemic diseases, including those of domestic animals, the sources of mortality, and the effects of localities, employments, condition, habits, food, beverages, and medicine on the health of the people.
 - III. To disseminate information upon these and similar subjects among the people.
 - IV. To institute sanitary inspections of all public institutions or places throughout the island.
 - V. To consider and report to the governor upon the plans and specifications for all new water supplies, drainage, sewerage plants, and public institutions of all kinds or for alterations in such public works or institutions. Copies of such plans and specifications will be filed in the office of the board.
 - VI. To suggest amendments to the sanitary laws of the island and to have power to enforce such regulations as will tend to limit the progress of epidemic diseases.
 - VII. To have power and authority to order nuisances or the causes of any special diseases or mortality to be abated and removed, and to enforce such interior quarantine regulations as said board shall direct in cities, municipalities, districts, or places

where there are no local boards of health, or in case the sanitary laws or regulations should be inoperative in places where boards of health or health officers exist. Any person who shall fail to obey, or shall violate such order, shall upon conviction be sentenced to pay a fine of not more than \$100 or be imprisoned for not more than sixty days at the discretion of the court.

VIII. To have general supervision of the insular system of registration of births, marriages, and deaths, and of prevalent diseases, and to insure the faithful recording of the same; also to prepare the necessary methods, forms, and blanks for obtaining and preserving such statistics.

IX. To prepare regulations governing the admittance of persons to the practice of medicine and surgery, pharmacy, dentistry, midwifery, embalming, and undertaking, and to enforce such regulations as are adopted by the government of the island.

X. To inquire into and report upon violations of laws governing the purity and wholesomeness of foods, drinks, drugs, and medicines. To submit, through the governor of the island, regulations to control offensive and dangerous occupations and to report upon and make recommendations regarding any special sources of danger to life or person.

XI. To require all health officers and health boards throughout the island to forward to the superior board copies of all their reports and publications and such other sanitary information as it may request. To require reports and information concerning such matters or particulars in respect to which it may, in its opinion, need information for the proper discharge of its duties, from all public dispensaries, hospitals, asylums, infirmaries, prisons, penitentiaries, schools, and from the managers, principals, and officers thereof, and from all other public institutions, their officers and managers, and from the proprietors, managers, lessees, and occupants of all places of public resort throughout the island.

XII. To from time to time engage suitable persons to render sanitary service or to make or supervise practical and scientific investigations and examinations requiring expert skill, and to prepare plans and reports relating thereto. This regulation must not be considered as authorizing any expenditure beyond the sum specifically allotted to the board for such purposes in the annual budget. When the cost of such investigations exceeds the allotment, special authority for the expenditure must be obtained from the governor of the island.

XIII. To make a written report to the governor on or before June 30 of each year, covering the general sanitary conditions of Porto Rico, the work of the officers and agents of the board, and a detailed statement by the treasurer of all moneys received and disbursed during the year. To submit special reports from time to time as the occasion may demand.

XIV. To especially supervise subjects directly relating to public health, as follows:

1. Public water supplies.
2. Markets, bakeries, groceries, and milk depots.
3. The purity and wholesomeness of all foods, drinks, liquors, drugs, and medicines.
4. Public institutions, schools, asylums, jails, hospitals, dispensaries, barracks, court rooms, theaters, etc.
5. Tenement houses.
6. Vital statistics, marriages, births, deaths.
7. Licensing and registration of physicians and surgeons, dentists, pharmacists, midwives, undertakers, etc.
8. Plumbing and registration of plumbers.
9. Sewering.
10. Street cleaning.
11. Privies, water-closets, cesspools, etc.
12. Nuisances.
13. Slaughterhouses, stables, yards.
14. Contagious and infectious diseases.
15. Trades, factories, and industries offensive or injurious to the public health.
16. Undertaking and cemeteries.
17. Disinfection.
18. Licenses and permits.
19. Vaccination and the production of vaccine virus.
20. Diseases of domestic animals communicable to man.
21. Interior quarantine.
22. Poisons, explosives, and special sources of danger to life and person.
23. Sanitary supervision of travel and traffic.

XV. To institute prosecutions for violations of the provisions of this order in the nearest local court, or in the United States provisional court, as the governor may direct.

By command of Brigadier-General Davis.

W. P. HALL, *Adjutant-General.*

The lunatic asylum, which heretofore had been under the charge of the board of education, having been transferred to the board, the president called for the reading of a report on a sanitary inspection of the building made by Maj. G. G. Groff, surgeon, U. S. V., by direction of the chief surgeon. (See p. 35.)

After discussion of the report and due deliberation, upon motion, a committee, consisting of Surgeon Wieber, U. S. N., and Drs. Ferrer and Hernandez, was appointed by the chair to further investigate and report upon the present condition and requirements of the insane asylum, the report to be submitted at the next meeting of the board.

On motion, the following temporary committees were appointed:

1. Executive—to have charge of rules, regulations, and finance: The president.
2. Committee on public water supplies, drainage, sewerage, public institutions, and school hygiene: Surg. F. W. F. Wieber, U. S. N.
3. Registration and vital statistics, trades and occupations prejudicial to the public health, licenses and permits, all nuisances and offensive industries, tenement houses, street cleaning, vaccine station, and vaccination: The secretary.
4. Inspection of foods and drinks, drugs, poisons, explosives, and other special sources of danger to life and limb: Dr. Gabriel Ferrer.
5. Regulation of the practice of medicine and surgery, pharmacy, dentistry, midwifery, embalming and undertaking, cemeteries: Dr. Ricardo Hernandez.
6. Preventable and communicable diseases of domestic animals communicable to man (interior quarantine): Surg. A. H. Glennan, U. S. M. H. S.

The president and secretary were directed to prepare rules and regulations to perfect the organization of the board and prescribing the duties of the officers and standing committees.

The board then, at 6 p. m., adjourned to meet at 8 p. m. July 6, 1899.

JULY 6, 1899.

A meeting of the board was called to order in the board room at 8 o'clock this evening, all members being present. The minutes of the last meeting were read and approved, and the board proceeded to the consideration and discussion of the proposed by-laws, which were read by the president. Each paragraph was considered separately, and, after suggestion, alteration, and due deliberation, all were adopted as set forth herein. (See p. 36.)

Surg. F. W. F. Wieber, U. S. N., chairman of a committee to investigate the condition and needs of the lunatic asylum, presented a report. (See p. 37.)

After a full discussion of this report, entered into by every member of the board, Surgeon Glennan introduced the following motion, which was seconded by Surgeon Wieber and adopted.

That the present committee on the insane asylum be continued, temporarily, to ascertain the feasibility of obtaining a building in Santurce; also to make arrangements for continuing the maintenance and medical treatment of the inmates, and to submit a report thereon to the board at a special meeting to be called by the president.

SAN JUAN, P. R., *July 10, 1899.*

A meeting of the superior board of health was held in the office of the board at 8 p. m., to hear report of the special committee on insane asylum.

The meeting was called to order by the president of the board. The other members present were Surg. F. W. F. Wieber, U. S. N., Dr. Ricardo Hernandez, Dr. Gabriel Ferrer, and Dr. George G. Groff.

The minutes of the last meeting were read and adopted.

The special committee on the insane asylum made report that the building of "Escuela Pia" could be obtained.

The report was accepted and the committee was continued to enable it to complete the report in the following particulars:

1. To ascertain the cost of repairs on the institute building in Santurce.
2. Cost of repairs to the building at present occupied.
3. Cost of the new building, to be erected at a suitable place in the country.

Dr. Wieber made the following motion, which was seconded by Dr. Groff:

Resolved, That a committee of one be appointed to make a report on the leper hospital, its present condition, and what improvements are necessary to make it an ideal hospital.

Motion was adopted.

The chair appointed Surgeon Glennan as this committee.

The president introduced the subject of continuing the work of vaccination not yet completed. He called attention to the necessity for a vaccine farm or institute near San Juan, where virus could be produced during the year.

Dr. Wieber moved, and Dr. Hernandez seconded the motion, that the president of the board, together with the secretary, be appointed a committee on vaccination, with authority to seek a proper locality for a farm, and to carry on the work of vaccination wherever this should be necessary.

Motion adopted.

The secretary was also authorized to continue the preparation of a list of health officers for the different municipalities of the island.

SAN JUAN, P. R., *July 18, 1899.*

A meeting of the superior board of health was held at the office of the board this evening. The meeting was called to order by the president. The members present were the president, Drs. Glennan, Wieber, Hernandez, and Groff. The minutes of the last meeting were read and adopted.

The secretary submitted a draft of proposed general sanitary regulations, which were read and discussed paragraph by paragraph.¹

By direction of the president of the board the following communication was sent to the subdelegation of medicine and surgery of Porto Rico:

SIR: You are hereby authorized to conduct examinations of practicanes and midwives under the rules and regulations which existed before the American occupation until further notice. The results of such examinations you will report to the superior board of health for its approval.

Very respectfully,

GEORGE G. GROFF,

Secretary and Treasurer Superior Board of Health.

Dr. FRANCISCO R. DE GOENAGA,

President of the Subdelegation of Medicine, Porto Rico.

On July 17 the secretary received a communication from Dr. Goenaga, accompanied by a diploma or license, indicating that the subdelegation of medicine and surgery had examined and licensed Luis Rodriguez Miranda, of the city of Utuado.

¹They remained under the consideration of the board for several meetings, until finally adopted and submitted to the military governor for approval and publication.

A communication was received from the governor in reference to a report from Dr. Delvalle submitting plans and estimates for a bacteriological institute, which was referred to a committee consisting of Drs. Glennan, Ferrer, and Hernandez for report. (See p. 42.)

Complaints were received as follows:

1. Of an open sewer near San Francisco Barracks.
2. Unsanitary conditions in Cayey, by Dr. H. A. Eberle, post surgeon.
3. Of a stable erected near a dwelling in Aguas Buenas.
4. Of a public vaccinator for charging for vaccination in Camuy.

It was suggested that the secretary be authorized to employ one person as accountant and clerk, and one as stenographer and clerk, and that the salaries of these persons be fixed by the board.

The secretary was directed to make a requisition on the auditor of the island for \$221.60, Porto Rican currency, the estimated expenses of the leper hospital for the month of July.

The action of the president and secretary in reference to the examination of practicanes and midwives by the subdelegation of medicine was approved by the board.

Surg. A. H. Glennan, M. H. S., submitted an interesting and valuable report on the present condition of the leper asylum, etc. (see p. 39), which was read, discussed, and accepted.

Surg. F. W. F. Wieber, U. S. N., chairman of a committee on the insane asylum, submitted a report on the necessary alterations in connection with the present asylum and the plan of changing its location to the "Escuela Pia," Santurce, with the estimate of cost, etc. (see p. 40), which was duly considered and accepted.

SAN JUAN, P. R., *July 19, 1899.*

A meeting of the superior board of health was held this evening in its office at 8 o'clock.

The meeting was called to order by the president.

All the members of the board were present. The minutes of the last meeting were adopted as recorded.

In view of the present insufficient accommodation in the Manicomia, the president laid before the board the question of the propriety of asking the governor to temporarily set aside a portion of the city jail for the overflow from the insane asylum until other provisions for these people could be made.

A motion was made by Surgeon Wieber, seconded by Surgeon Glennan, that the president request a portion of the city jail for the purpose named. It was carried.

After discussion a motion was adopted authorizing the chair to appoint Drs. Wieber and Hernandez a permanent committee on the insane asylum, and Drs. Glennan and Ferrer a permanent committee on the leper asylum.

SAN JUAN, P. R., *July 20, 1899.*

A meeting of the superior board of health was called to order this afternoon at 4.30 o'clock on board the launch *Borinquen*. The members of the board were present except Dr. G. Ferrer.

The order of business was the consideration of the proposed rules and regulations of the board and a visit to Punta Salinas to inspect same with a view of ascertaining its desirability as a location for the

leper asylum. Owing to the roughness of the water and the pilot being unable to discover any landing place, the inspection of the point was not accomplished.

SAN JUAN, P. R., *July 21-22, 1899.*

Meetings of the board were held at 8 p. m. All the members were present. Special order of the meetings was the consideration of the rules and regulations, all of which were, after mature deliberation, adopted and ordered to be submitted for the approval of the military governor.

SAN JUAN, P. R., *August 3, 1899.*

A meeting of the superior board of health was held at 8 o'clock this evening in the office of the board, the president in the chair. All the members of the board present.

The following report of the secretary was read:

SAN JUAN, P. R., *August 2, 1899.*

SIR: A report has been received from the attending physician of the leper asylum, which shows 14 patients during the month in that institution. This report makes no mention of any incidental sickness or of sanitary condition of that institution. It is suggested that the physician in future be asked to report monthly on these matters and also upon the efficiency of the employees of the institution.

Two weekly reports have been received from the attending physician of the insane asylum. The latest of these reports, for the week beginning July 23, shows 126 patients in the institution. During the week 1 patient was discharged and 1 died. This report does not refer to incidental sickness of patients, to the sanitary condition of the institution, to efficiency of employees, or to amount or quality of food received. It is suggested:

First. That the attending physician at the insane asylum make to the executive committee a weekly report covering the sanitary condition of that institution, with recommendations, and also report on quality and quantity of food supply.

Second. That he make a monthly report on the efficiency of the personnel of the institution, with recommendations.

Third. That in cases requiring immediate action special reports be made as occasion may demand.

Two very pressing applications for admission to the insane asylum are at the present time on file in this office from the city of San Juan, a man confined in the jail, who by his noise prevents the prisoners from sleeping, and a woman in the Puerta Tierra suffering from acute mania, in the care of her family, who find it almost impossible to control her. It is urged that every exertion be made to increase the accommodations of the asylum in order to provide for these and equally urgent cases.

It is known that many of the public institutions on the island are in a bad sanitary condition. This is especially true of the jails. These institutions have for hundreds of years been recognized as pest spots, in every community where they have existed. Those in Porto Rico are not an exception to the rule.

These institutions, it is understood, have now passed under control of the prison board. Being public institutions they should be so conducted as to afford an example in modern sanitation. It is urged that the present commission be requested to overhaul each and every one of the jails in Porto Rico, whitewashing, scouring, and disinfecting them, so that they will not longer be a menace to the whole population. It is urged that in case there is a public water supply, it be introduced into the prison and modern water-closets be supplied. It is recommended that this work be begun at once in the city prison.

It has been understood that the work of completing the vaccination of the people of Porto Rico will be taken up by the superior board of health, and the president and secretary have been authorized to look for a suitable location for a vaccine station. The buildings of the old institute Agronomica, near Martin Pena Station, have been examined and are found quite suitable, but the agent of the party owning the land asks a rental for the same which amounts to about 10 per cent interest on the value of the same and will give no satisfactory assurance that he will furnish cattle. The farm of Mr. Paul Van Sickle, near Bayamon, has also been examined. This farm is an old sugar plantation. The buildings are all falling into decay. Everywhere there is a sickly odor of wood indicating dry rot, mingled with that of the

urine of 300 cows and 150 calves. There are now no buildings on these premises suitable for use in vaccination. Mr. Van Sickel promises to furnish such animals of suitable age to the extent of his capacity, about 135 head. He has not to this time stated definitely what rent he wishes for his buildings and the land necessary.

There is one other alternative, Mr. Santiago Seijo of Arecibo, who has been producing virus for the last twenty years. He understands thoroughly how to produce it, and has the confidence of his neighbors, so that he assures me that there is no trouble at all about his getting the cattle needed. Mr. Seijo has presented an estimate, in which he offers to produce 1,000 points each day at the cost to the board of 15 pesos per day. The board will need but 500 points per day and this estimate can be reduced. Action should be taken upon this matter so that the production of virus may begin at once.

There are upon the island several thousand unvaccinated people. Some plan must be devised by which these people shall be made immune to smallpox. Your secretary at first thought that the best plan would be to have each municipal physician do the work, paying him a small sum, say 10 centavos, for each vaccination. But later he has thought that it would be best to send into those districts not reached by the vaccinators in the progress of the work heretofore men who have been found honest and capable, and who can be obtained for a reasonable compensation. Thus in the Arecibo division, the mountainous portions of Utuado, Ciales, and Morovis have not yet been thoroughly vaccinated. In that division reside two practicanes of energy and honesty. They can probably be secured at a monthly salary of \$40, or possibly \$50. It is recommended that those portions of the island not yet vaccinated be covered in this way, and that the money to pay the men doing the work be secured by an appropriation of the funds returned to the insular treasury when the work of vaccination closed June 30.

For vaccinating new-born babes and the scattered cases which exist in every community no better plan is suggested than that it be done by the municipal physicians, who must be paid by the municipalities. This board furnishes free virus. The organization of local boards of health should receive early attention. It has been thought by your secretary that these boards should at present be organized only in the larger cities of Porto Rico, while for the smaller places, certainly for this year, better work will be secured by appointing health officers or sanitary inspectors who shall be responsible to this board. In the smaller towns, even in the most advanced of our States, it has been heretofore found almost impossible to secure five or six men who have any real interest in sanitary affairs. The result is that although local boards are appointed, good work can not be obtained from them. But when the superior board of health has its own representative in each municipality, what it desires done can be accomplished. This health officer or sanitary inspector should be a physician or intelligent practicante, the best man who can be found in each municipality, and the experience gained in the work of vaccination will be of some aid in securing the right men for these positions. It is quite certain that the office, while largely honorary, will be highly valued. Indeed your secretary has received already several letters asking for these appointments. An inspector may be paid a yearly salary or can be paid a per diem for each inspection made and report rendered. It is suggested that at first a trial be made of paying for the work done from 7 to 8 pesos a day. A monthly report should be asked of each inspector as to the sanitary condition of his district. A small amount of stationery with the heading of the superior board of health should be sent to each inspector. Certificates of appointment should be made at an early date.

At present the municipal judge of each municipality sends a report, more or less full, of the vital statistics of his district for each month. The alcalde also sends a letter each month stating the general condition of health in his district. It is thought that these avenues of communication should be maintained for the present, but in the case of deaths much fuller records are desirable. Your secretary has a form of report which he asks to have printed and placed in the hands of all municipal judges and all physicians on the island, asking that returns be made upon these blanks. In this way the persons who make these reports will gradually become accustomed to present them in a better form.

The alcalde of Quebradillas reports that there are four cases of typhoid fever in his municipality and that he has taken the necessary precautions to prevent the spread of same. It has come to the knowledge of your secretary in several indirect ways that there is a large amount of dysentery in the municipality of Utuado. While the work of vaccination was yet in progress a letter was received stating that there had been 1,200 deaths from this cause in that municipality.

The control of sanitation in the tenement houses of the larger cities of Porto Rico must soon receive attention from this board. The secretary presents a scheme for

issuing a permit to both owner and tenant each time there is a change of residence by an occupant of a tenement house.

A complaint by citizens of San Juan, in reference to annoyance at bathing grounds at Santurce, from waste of city, is presented through Dr. M. E. Hughes, president of San Juan board of health.

Bids have been asked from four of the leading printers of San Juan for printing the regulations of the board. They all wish to see the translation before taking action, and so far but one satisfactory bid has been received.

The proposed rules and regulations of the board have been returned from the commanding general with the following indorsement:

"Respectfully returned to the president of the superior board of health, San Juan, P. R.: The translation of the rules and regulations now in force upon this island upon the subjects covered by these proposed regulations is desired in connection with them, in order to ascertain what changes the adoption of these regulations would bring about."

"By command of Brigadier-General Davis."

Your secretary has made diligent inquiry to discover what sanitary regulations are recognized as in force at the present time, and the best information that he can secure is that the sanitary laws of the island have never been codified and published. It would seem that each governor-general issued such regulations as appeared to him best and the exigencies of the case demanded. About four years ago the then governor-general, J. Gamir, appointed a commission of Spanish and Porto Rican physicians to codify existing sanitary regulations. This commission performed its duties, but before the publication of the proposed regulations the governor-general died of yellow fever and the matter was suspended. An effort has been made to discover these manuscript regulations, but so far without success. It is possible that they have, with other papers, been shipped to the United States.

The various topics of the report were discussed and the necessary action taken.

The committee on the leper asylum was authorized to prepare and have printed forms and blanks for weekly and monthly sanitary reports.

The committee on the insane asylum was authorized to prepare blank forms for weekly and monthly sanitary reports.

The special committee on finding a place for the vaccine farm was authorized to continue its investigation.

The suggestion that the work of vaccination be carried out in those districts not reached by the vaccinators previous to June 30, and that the governor be asked to appropriate such unused moneys as were turned into the treasury from the former vaccination fund, was adopted.

The secretary was directed to prepare a list of all the municipalities in which at present there exist boards of health, or health officers, and also the municipalities where sanitary inspectors should be appointed.

The secretary was directed to address a communication to the alcalde of Utuado, inclosing a notice of an excessive amount of sickness in his district, taken from *La Correspondencia*, and to request him to make a report upon the sanitary condition of the municipality.

Complaints as to the sanitary condition of the garbage dump maintained by the city of San Juan at Puerta de Tierra were received from Dr. M. E. Hughes, health officer, San Juan, and also from the alcalde of the same city. The board ordered that a committee be appointed to investigate and report on the complaints. The president appointed on this committee Drs. Glennan and Hernandez.

It was agreed at this meeting that the services of the barber at the leper asylum should be discontinued. It was agreed that all payment of salaries by this board be in United States currency, without any increase in the present rates of payment.

At this meeting a monthly schedule of wages to be paid at the insane asylum, amounting to \$485, was adopted, as follows:

Attending physician.....	\$100
Practicante	50
One chief attendant	35
One assistant to chief attendant	30
Seven Sisters of Charity, at \$15.....	105
Three first-class assistants, at \$25	75
Three second-class assistants, at \$20.....	60
Three servants, at \$10	30

An estimate of the expenses for the insane asylum for July was adopted, amounting to \$1,072.63. The secretary was authorized to secure proposals for printing the regulations of the board. The president of the board was requested to secure authority from the governor-general to employ Mr. F. H. Janes, architect, to draw plans and make estimates for repairs at the insane asylum, and to supervise the work.

SAN JUAN, P. R., *August 10, 1899.*

A meeting of the superior board of health was held this evening at 8 o'clock in the office of the board.

The president in the chair. The members were all present. The minutes of the last meeting were read and approved.

The president announced the organization this day of a board of public charities for the island of Porto Rico, stating that this board would relieve the superior board of health of the care of the insane asylum and the leper hospital (the latter destroyed by the hurricane), which would enable the latter to devote its attention more fully to its proper functions.

The report of the special committee on the leper asylum was read and fully discussed by the board.

SAN JUAN, P. R., *August 10, 1899.*

GENTLEMEN: In obedience to the instructions of the executive committee of this board I have the honor to report that, accompanied by Dr. Pedro del Valle, assistant quarantine officer, I visited Miraflores this morning with a view of ascertaining its fitness for a quarantine detention station and the cession of Cabras Island for the housing of the leper colony.

Miraflores is sufficiently isolated, is located much nearer to the vessels when anchored at the quarantine grounds, and the transfer of passengers, especially women and children, can be made in all kinds of weather.

The steam disinfecting chamber, the only heavy articles to be removed, can be readily lightered and housed at the base of the old powder wharf, in a more useful location. A frame structure is necessary for this purpose, and for use also as a baggage room.

Some windows and doors will be required to be cut in the magazine building, a concrete floor laid, and light partitions constructed to separate the sexes. The small building near the magazine, formerly used by the guard, will answer for executive and keepers' quarters, while another one located some distance to the east is suitable for an isolation hospital.

I understand that the spring is not visited by small boats, but that they obtain their fresh-water supply near San Antonio Bridge.

All of the buildings have been stripped of windows and doors, but it is roughly estimated that for the same amount of money Miraflores could be placed in an equally good condition for quarantine purposes as would be required upon Cabras Island, especially since the large frame warehouse has been razed and the disinfecting house badly damaged by the storm.

For the purpose of a leper colony, however, the demolished buildings would not be required, and those remaining would only need a few minor repairs. The location of Cabras Island, too, is sufficiently approachable to furnish supplies and medical attendance when necessary.

Respectfully submitted.

A. H. GLENNAN,

United States Marine-Hospital Service.

The SUPERIOR BOARD OF HEALTH OF PORTO RICO,

San Juan, P. R.

After full discussion, it was unanimously agreed to recommend Miraflores as a provisional place for detention and quarantine, and the assignment of Cabras Island to the leper colony.

The consideration of appointment of sanitary inspectors for the island to report on all sanitary matters which might need immediate attention, owing to the recent destructive hurricane, was next considered.

The secretary was directed to mail the following letter, with penalty envelope, to every sanitary inspector without delay:

SAN JUAN, P. R., *August 10, 1899.*

MY DEAR DOCTOR: The superior board of health of Porto Rico during the completion of its organization throughout the island is anxious to be kept constantly informed of the current sanitary condition of the people.

Placing confidence in your intelligence and patriotism, at this trying time, it asks you to make a daily report on the sanitary condition of your municipality, giving special attention to the people in the country districts, remote from the main roads of communication.

In your first letter please state:

First. How many lives were lost in the hurricane in your municipality?

Second. How many houses were destroyed?

Third. What is the present food supply, and how long will it last?

Fourth. How are the homeless people housed, and how long will it take to restore their houses?

Fifth. What sanitary precautions should be taken at once?

Please write fully and use the inclosed envelope for reply.

Very respectfully,

GEO. G. GROFF, *Secretary.*

The subject of permanent committees of the board was considered. After discussion, it was moved by Dr. Glennan and seconded by Dr. Groff that six permanent committees be appointed and that the president name the committees. The motion was approved.

STANDING COMMITTEES OF THE BOARD.

1. Executive—to have charge of rules, regulations, and finance: The president.
2. Committee on public water supplies, drainage, sewerage, public institutions, and school hygiene: Surg. F. W. F. Wieber, U. S. N.
3. Registration and vital statistics, trades and occupations prejudicial to the public health, licenses and permits; all nuisances and offensive industries, tenement houses, street cleaning, vaccine station and vaccination: The secretary.
4. Inspection of foods and drinks, drugs, poisons, explosives, and other special sources of danger to life and limb: Dr. Gabriel Ferrer.
5. Regulation of the practice of medicine and surgery, pharmacy, dentistry, midwifery, embalming and undertaking, cemeteries: Dr. Ricardo Hernandez.
6. Preventable and communicable diseases, diseases of domestic animals communicable to men, interior quarantine: Surg. A. H. Glennan, U. S. M. H. S.

A motion was adopted to add the subject of interior quarantine to the subject pertaining to the sixth committee.

The subject of the regulation of prostitution in the towns in which military posts are established was brought before the board by the president. After full discussion, the existing regulations in the city of San Juan were referred to Drs. Hernandez and Ferrer for examination and report to the board.

SAN JUAN, P. R., *August 15, 1899.*

A meeting of the board was held this evening. The president in the chair. All the members present except Dr. Ferrer. The minutes of the last meeting were read and adopted. The following communica-

tion, addressed by the president of the board to the alcaldes of the island, was read:

SAN JUAN, P. R., *August 15, 1899.*

The attention of the alcaldes is invited to the immediate necessity for cleaning up every town in their districts and putting everything in the best sanitary condition. This will give work to the idle and prevent sickness. Every able-bodied man who is not otherwise engaged should at once be put at this work. It is especially recommended that every dead body, whether man or beast, be immediately buried.

By order of the superior board of health.

JOHN VAN R. HOFF,
President.

A communication from the alcalde of Utuado, in reply to a letter addressed to him by the secretary of the board, states that there is a large amount of sickness in his municipality; that from June 1 to July 1 there had been apparently 659 more deaths than births. The prevailing diseases were dysentery and anemia. He knows of no cause for the exceptional amount of sickness, unless it be the poverty of the people. The secretary was directed to address a letter to the alcalde, calling his attention to the necessity for taking special care in reference to the purity of the drinking water.

Communication from Dr. Diaz, of Guayama, P. R., complaining of the bad sanitary conditions in that town, was read. The secretary was directed to write to the alcalde and call his attention to the matter.

A letter prepared by the secretary, calling the attention of the sanitary inspectors to the need of great care in cleaning up the municipalities, and of sanitary work in general, was ordered sent to the inspectors and to be published in the Official Gazette and the several papers of San Juan.

The secretary invited attention to the water supply of the playa at Ponce, saying that he considered the water in use dangerous. He was authorized to write to the health officer for a report on the sanitary condition of Ponce and its playa.

The matter of properly locating and arranging the homes of the poor on the outskirts of each municipality was taken up.

The president was directed to address a communication to the Adjutant-General, asking that an old order of June 8, 1893, be revised for this purpose. (See circular No. 32, series 1899, Adjutant-General's Office.)

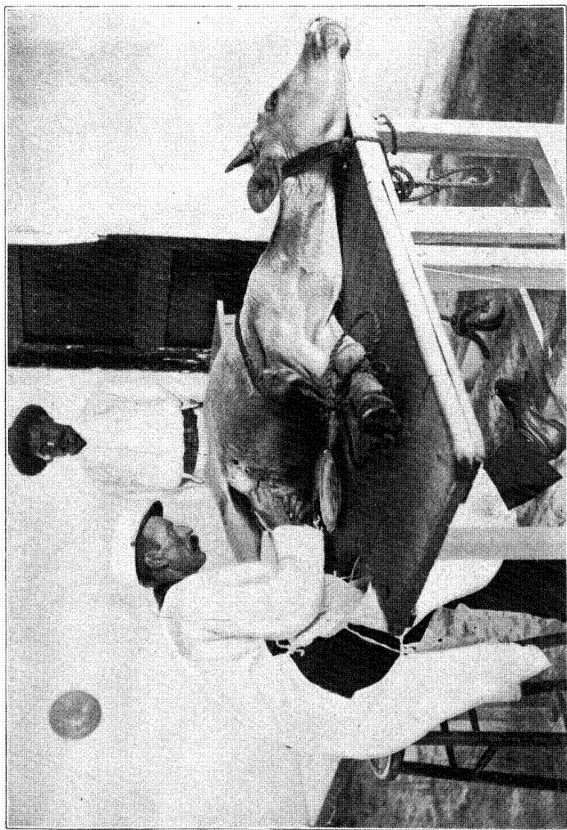
The committee to consider the garbage dump at San Juan submitted a report, which was accepted and ordered sent to the Adjutant-General, inviting attention to the imperative need of a garbage crematory in San Juan. (See p. 42.)

SAN JUAN, P. R., *August 24, 1899.*

A meeting was called to order this evening at 8 o'clock. The president in the chair. All members present. The minutes of the last meeting were read and approved.

A communication from the military governor was presented, directing the board to make a sanitary inspection of the San Francisco barracks with a view of determining their fitness for a jail, and to secure from the architect of the board of public works a report as to the feasibility of converting the building and using it for such purpose.

On motion, the president appointed the following committee to report on the matter: Drs. Glennan, Ferrer, and Hernandez.



CHARGING VACCINE POINTS.

A communication was received from the president of the board stating that the commanding general desired the board to prepare a code of regulations for the subdelegation of medicine and surgery and to make an estimate of the money needed to conduct the operations of this delegation.

A petition was received from Ponce requesting authority to slaughter pregnant cattle, which was referred to the secretary for investigation and report.

The secretary presented a circular on typhoid fever and dysentery, intended to give popular information on the manner of avoiding these diseases. It was ordered that the circular be translated and transmitted to Dr. Ferrer for examination.

A vaccine station having been established in the building of the old institute "Agronomica" at Santurce, the following rules for its government were adopted:

1. The superintendent is in charge at the station, subject to the orders of the secretary of the board. He is responsible for the care and cleanliness of all the property of the board at the station and for the manner in which all work is done.

2. So far as possible the vaccinating and collecting of virus will be done in the forenoon.

3. The house, the office, the grounds, the sheds, the operating table, and the floor under it must all be kept scrupulously clean at all times.

4. The operating table and the floor under it must be scrubbed with soap each day after operations are completed and rinsed with water containing bichloride of mercury.

5. Perfectly healthy animals only shall be used at the vaccine station, and they shall not be operated on when overheated.

6. An animal shall be prepared for vaccination as follows: After being fastened upon the table the area to be vaccinated shall be scrubbed with soap and water, then shaved and thoroughly washed with water containing mercury bichloride, 1 to 1,000, then washed with water (sterilized by boiling) and dried with a clean towel.

7. The vaccinations shall be upon one flank, and shall consist of areas about the size of an American quarter dollar, each separated from others by a space of about 1 inch. The number of areas shall depend upon the age and size of the animal. Not more, usually, than sixteen to one animal.

8. All operations shall be performed only with instruments which are perfectly clean and which have been sterilized since last using. Immediately after the operations of any day the instruments shall be cleaned and sterilized by boiling.

9. The points before being charged shall be sterilized by boiling in water, dried on a wire screen, and after coating they shall be packed in designated boxes, duly marked with date, history of animal, etc., and forwarded to San Juan on the same day. After being coated the points shall not be handled more than necessary and shall not be exposed to the sun or to dust.

10. Should an animal be injured in any operation, the secretary of the board shall be at once notified, and all the details of the accident laid before him.

11. So soon as animals have recovered from the results of operations and are in good condition they should be returned to their owners and receipts taken for same.

12. A book shall be kept at the station in which shall be entered a detailed record of all the operations on each animal, the number of points produced, with all the results of the operation, in order that a complete history of the work of the station may be written at any time.

By order of the board:

GEO. G. GROFF, *Secretary.*

A communication was received from the municipal board of health of San Juan requesting assistance in the enforcement of the sanitary laws of the city. A letter was directed to be addressed to the alcalde, calling his attention to the unsanitary condition of the city and the imperative need of the enforcement of the existing sanitary laws and regulations.

A blank form was ordered sent to the different alcaldes to be filled in with the names of those who lost their lives in the recent hurricane.

It was decided that regular meetings should be held on the first and third Thursdays of every month.

The advent of bubonic plague in Portugal was brought to the attention of the board.

SAN JUAN, P. R., *August 31, 1899.*

A meeting was held this evening at 8 o'clock in the offices of the board. President in the chair. All the members present except Dr. Ferrer. The minutes of the last meeting were read and approved.

The committee appointed to investigate the question of the wholesomeness of beef from pregnant cattle reported that there was no evidence that such meat was unfit for human consumption, provided the animals were otherwise healthy. (See p. 43.)

The committee on quarantine reported verbally that the changing of the buildings on the island of Miraflores into a quarantine station was now in the hands of the department of public works.

The special committee appointed to investigate the feasibility of converting the San Francisco barracks into a jail submitted its report (see p. 44). It believed that the barracks could not be converted into a jail with satisfactory sanitary conditions, and it recommended that such be not done. The report was adopted and ordered forwarded to the military governor.

The secretary presented reports from the sanitary inspectors at Guayama and Adjuntas, in which attention was invited to the need of new cemeteries. He was directed to refer these reports to the commanding officers at Guayama and Adjuntas, asking for examination and report to this board.

A communication from the alcalde of Guayama, asking for an appropriation of \$1,000 for a hospital at that place, was referred to the commanding officer for examination and report.

The secretary submitted a report of an inspection made by himself of the seaport towns immediately after the hurricane. He also offered a brief of the present duties of the subdelegation of medicine and surgery. Drs. Groff and Hernandez were appointed a committee to draw up a code of regulations for the subdelegation.

Reports of smallpox at Adjuntas, Quebradillas, and Guayama were read, and the secretary stated that vaccine virus had been sent to these municipalities.

A letter was directed to be addressed to the president of the municipal board of health of San Juan, calling his attention to the need of closer inspections of groceries; also that a foul sewer had for a long time existed on the corner of San Jose and San Sebastian streets, and that, in the estimation of the superior board of health, it constituted a nuisance.

SAN JUAN, P. R., *September 7, 1899.*

A meeting was called to order at 8 o'clock in the offices of the board. The president presided. All the members were present. The minutes of the last meeting were read and adopted.

The chairman of the committee on foods, drinks, drugs, etc., reported verbally that there was need of a more careful inspection of the food supply sold in the small groceries at San Juan. The secretary was directed to address a letter to the president of the local board of health, calling his attention to the necessity of a more careful inspection of these articles.

The committee on the subdelegation of medicine submitted its report, which was adopted (see p. 45), and ordered to be forwarded for the action of the military governor. (See General Orders 153, 163, and 191, series 1899.)

The secretary reported that the production of virus at the vaccine station had commenced and that a thousand points had been taken.

A communication was received from the military governor relative to the proposed sanitary regulations submitted by the board, stating that he was not able, at the present time, to give them full consideration. (Parts of these regulations were from time to time published in general orders until nearly all ultimately became law.)

Application for permission to disinter a body in the cemetery at San Juan was read and granted, the body having been buried the statutory period. (See p. 48.)

SEPTEMBER 22, 1899.

A meeting was called to order by the president of the board in its offices at 8 p. m. All members present except Dr. Ferrer. The minutes of the last meeting were read and adopted.

The following communications were received and acted upon by the board: From Juan Acuna, regarding impure water at his residence; from the sanitary inspector at Ponce, in reference to the sewers in the city prison and city hospital; from the sanitary inspector of Quebradillas, regarding his salary; from the commanding officer at Humacao, in reference to the bad sanitary condition at that place; from the assistant collector of the port, San Juan, calling attention to the bubonic plague in Portugal (this matter was referred to Surgeon Glennan for action and report); from Dr. Cabrerias, in reference to contagious diseases in a private hospital at which he is physician; from the commandant at Ponce, inclosing a copy of a letter written to Dr. Ygaravidez, Penuelas, regarding his work at that place; from Angel J. Morales, of Anasco, regarding the loss of his license as pharmacist during the storm; from the commanding officer at Adjuntas, in regard to the cemetery at that place; from the superintendent at the vaccine station, in reference to the difficulty in securing cattle for vaccination, and from the commanding general, in reference to the control of prostitution (referred to the special committee on the subject). The following resolution, governing the sale of drugs and medicines, was adopted:

Resolved, That inasmuch as in all civilized and enlightened countries it has been found necessary to promulgate laws to protect the lives and health of the people from impure and unwholesome foods, drinks, and medicines, the superior board of health recommends that the accompanying regulations be promulgated in general orders. (See General Orders 151, series 1899, and 87, series 1900, pp. 52, 53.)

SEPTEMBER 28, 1899.

A meeting was called to order at 4 p. m. by the president. All the members present, except Dr. Glennan. The reading of the minutes were postponed. The order of business was the consideration of the accounts for the month of September, which were considered, approved, and ordered paid; after which the board, at 6 p. m., adjourned, to meet at the call of the president.

OCTOBER 5, 1899.

A meeting was called to order by the president at 8 o'clock in the offices of the board. The minutes of the last meetings were read and approved.

The committee reported that they were unable to find the archives of the subdelegation of pharmacy. (Some of these were afterwards found.)

The following communications were received and acted upon:

From the adjutant-general, in reference to the garbage crematory at San Juan. From B. Molinas, Ponce, regarding meat from cattle pregnant more than six months. From the alcalde of Mayaguez, regarding the sanitary needs of that city. From the commandant at Cayey, reporting on the sanitary condition of the cemetery at Guayama.

The secretary presented a report on the requirements necessary to secure a license for physicians and surgeons, pharmacists, dentists, etc., which, with the blanks for applications, etc., was adopted. The secretary was authorized to have the required number of blanks, etc., printed.

The regulations on interior quarantine, which had been previously adopted, were referred to the committee on that subject for further consideration, after which they were to be transmitted to the president of the board for submission to the military governor. (See General Order 170, series 1899, p. 57.)

The board decided to recommend the appointment of a commission to report upon the feasibility of using public lands on the island (city) of San Juan for building and park purposes.

OCTOBER 17, 1899.

A special meeting of the superior board of health was held in its office at 8 o'clock. President presided. All the members present. Minutes of the last meeting were read and adopted.

The special business was the consideration of the contested bill of Dr. Manuel Martinez Rosello against the estate of Mr. Francisco Sanchez. (A duty inherited from the subdelegation of medicine.) It was returned with the recommendation that the physician be paid \$125 (pesos) in full of his account.

OCTOBER 19, 1899.

A regular meeting of the board was held in its office at 8 p. m., the president in the chair. All the members present, except Dr. Ferrer. The minutes of the last meeting were read and approved.

The committee on prostitution made report, which the board ordered translated. (See p. 46.)

The following communications were received and acted upon:

From the president of the insular board of education, in reference to a course of study in pharmacy. A committee of two, consisting of the secretary and Dr. Ferrer, was appointed to draw up a course of instruction in pharmacy. From the president of the San Juan board of health, in regard to the alterations in the sewers of San Juan. From the council of San Juan, referring to flesh of pregnant animals. From the commanding officer of Ponce, in regard to the sanitary condition of that city. From the commanding officer of the Department of Santiago, Cuba, in reference to the securing of vaccine virus from this board. The secretary and Dr. Glennan were appointed a committee to investigate the matter of supplying vaccine virus for Cuba and submit a report to the board.

Report from the superintendent of the vaccine station was ordered filed.

The president presented a copy of a letter which he had sent to the board of prison control, requesting that all jail physicians be required to vaccinate all prisoners hereafter admitted to these institutions. The secretary was directed to invite the attention of the president of the insular school board to the fact that a regulation existed in reference to the vaccination of school children and teachers.

A communication from the municipality of Salinas, in reference to the securing of the keys to the cemetery of that municipality. A communication from the president, regarding glanders in the neighborhood of Rio Piedras. It was directed that a letter be sent to the commanding general in reference to this disease.

The secretary reported that all questions to be used in the approaching examination of physicians, etc., were ready, and that blanks had been prepared and distributed for the gathering of vital statistics and information concerning cemeteries, asylums, hospitals, blind and lepers, and contagious diseases.

NOVEMBER 3, 1899.

A meeting was held at 8 p. m. in the office of the board. The president presided. All the members were present, except Dr. Ferrer. The minutes of the last meeting were read and approved.

A communication from Dr. Sein, of Lares, regarding the death rate of that municipality, was read. From Dr. del Valle, San Juan, giving information concerning licenses heretofore conferred upon dentists. From the civil secretary, in regard to the custom of registering licenses in municipalities. From the deputy United States marshal, complaining that cattle were being killed at Rio Piedras without inspection. A letter was ordered sent to the local meat inspector, calling his attention to this fact. Communication from the president of the Ponce board of health, regarding the slaughter of pregnant cattle and the uncleanly condition of the streets, was presented. Letter was received from the secretary of the board of prison control, stating that prison physicians had been instructed to vaccinate all persons in confinement, as well as those to enter in future. The board suggested that reports on vaccination should be required monthly from the prisons.

Report from the superintendent of the vaccine station for the month of October was presented.

The secretary was directed to prepare a draft for a general order governing the registration of foreigners in the office of the superior board of health; also one requiring monthly sanitary reports from the alcaldes and municipal judges, and also on the regulation of nuisances, construction of sewers, etc., in accordance with the regulations of the board.

The matter of forming an examining committee for the examination of physicians, pharmacists, dentists, etc., was considered, and the secretary was directed to communicate with Dr. Salicrup, Ponce; Dr. Amadeo, of Maunabo, and Ernesto Salvio, pharmacist, Mayaguez, inviting them to serve on the examining committee. Dr. F. Curbelo was named in case one of the other physicians should decline.

The secretary was directed to publish the names and other data connected with the registration of physicians, surgeons, etc., who had registered in the offices of the subdelegations of medicine and pharmacy.

NOVEMBER 16, 1899.

A meeting of the superior board of health was called to order by the president at 8 p. m. All the members were present. The minutes of the last meeting were read and adopted.

The committee on interior quarantine recommended that a suitable floating plant for disinfecting purposes should be secured by the insular government.

The committee on a course in pharmacy reported that two courses had been prepared and that an effort was being made to learn the existing requirements in reference to the studies in this profession. (See p. 47.)

The committee on the production of vaccine virus for Cuba reported that it was prepared to produce virus at the station of the board and recommended that such be done. A communication from the governor, in reference to the killing of pregnant cows, was referred to Drs. Groff and Glennan as a committee of two to consider the subject. The president read a communication from the president of the board of prison control, stating that the prison physicians had been directed to report to the superior board of health vaccinations made in the prisons of the island.

A communication was received from the ayuntamiento of Hato Grande in reference to the bubonic plague. The secretary was instructed to secure material for the preparation of a circular on this disease. A communication from the alcalde and council of Guayanilla in reference to a drug bill was referred to the committee on examination in pharmacy.

The subject of licensing those who had passed examinations in the extinct institute was taken up. The secretary was instructed to issue licenses when satisfied that all the examinations had been fully passed. The secretary was instructed to secure from the civil secretary the registry of the names of the professional men recently kept at the palace.

The following communications were acted upon: From Dr. M. Castro, requesting the position of general health officer of Porto Rico; from Dr. W. F. Smith, stating his qualifications for practice in Porto Rico. The case of Mr. Jose Figueros, of Naranjito, P. R., who had been practicing medicine in Porto Rico for more than ten years without a license, as municipal physician in several municipalities, was considered. It was decided that as his right to practice had been recognized by the government in permitting him to practice as municipal physician without license a license from this board should be granted. Communication from Dr. Lange, of Mayaguez, regarding his license, was acted upon.

The secretary was instructed to write to the alcaldes of Aguada and Ciales, stating that this board believed that the cemeteries in these municipalities should be enlarged. The regulation on nuisances, adopted by the board, was ordered referred to the committee on interior quarantine, thereafter to be returned to the president for submission to the military governor. (See General Order 80, series 1900, p. 68.)

NOVEMBER 29, 1899.

A meeting was called to order by the president in the office of the board at 4 p. m. All the members present except Dr. Ferrer.

The minutes of the last meeting were read and approved.

The chairman of the committee on interior quarantine reported on

the need and cost of a floating disinfecting plant for San Juan, the cost being placed at \$5,360.97, exclusive of the barge required. The report was forwarded to the military governor, inclosing a letter from the Surgeon-General, Marine-Hospital Service, with the recommendation that at least one disinfecting barge be secured for Porto Rico at the earliest practicable moment.

The committee on disinterment of bodies reported that it had found a circular of August 1, 1863, which prohibited the disinterment of bodies before two years, and the disinterment of persons dead from contagious diseases. (See p. 48.)

The accounts for the month of November were presented and approved. A petition by Pedro Colon for permission to open a drug store was acted upon; also a communication from the alcalde of Humacao, in reference to the need of a new cemetery at Punta de Santiago. A drug bill from the municipality of Guayanilla was presented and ordered returned, because the papers were incomplete. A letter from the Surgeon-General regarding Dr. W. F. Smith's army services was presented. The board decided that this was sufficient to entitle Dr. Smith to a license.

Petition from Juan Arzuaga for a license was considered.

The secretary presented a number of regulations adopted by the board. They were ordered referred to the committee on interior quarantine for revision.

The president's action in sending a request to the commanding general for a chemical laboratory was approved.

A communication from the Surgeon-General calling attention to an error in one of the board's circulars was presented.

DECEMBER 14, 1899.

A meeting was called to order in the office of the board by the president at 4 p. m. The committee on a course of study in pharmacy submitted an outline for a two-year course in school and three-year course in drug store (see p. 47).

A letter from the president of the Ponce board of health in reference to the prosecution of persons who engage in the sale of adulterated wine was read. The board ordered that he be instructed to prosecute all such persons.

A communication from Dr. Orcasitas, Rio Piedras, regarding some bad flour that he had seized, was presented. He was then instructed to proceed according to the provisions of General Orders, No. 151, current series.

A petition of Juan Arzuaga for license as physician was laid on the table.

Letter from Dr. J. K. Kolnek, of Costa Rica, asking that the Costa Rican examination be considered equivalent to a State examination was read. The secretary was directed to inform Dr. Kolnek that it will be necessary for him to take the examination of this board in order to secure its license.

A communication from the military governor, in reference to the appointment of Dr. Berkeley, as chemist, was presented.

DECEMBER 29, 1899.

A meeting of the superior board of health was held this evening in the offices of the board, the president in the chair, and all the members present except Dr. Ferrer.

The minutes of the last meeting were read and approved.

A letter was received from Surgeon Glennan, expressing regret that his relief from duty in Porto Rico necessitated his withdrawal from the board. A minute was adopted appreciative of the valuable services rendered by Surgeon Glennan and regretting that the exigencies of service demanded his relief as a member of this board.

The committee on interior quarantine reported the cost of maintaining a floating disinfecting barge as \$1,100. The report was accepted and the president was directed to communicate the views of the board to the military governor.

The committee on inspection of the hospital of the Auxilio Mutuo at Santurce reported. The report was accepted and a copy ordered sent to the alcalde of San Juan.

Complaint was received concerning foul odors arising from the dump station of the San Juan board of health. The board recommended that a garbage crematory be introduced.

A communication from the president of the San Juan board of health in reference to the introduction of sanitary water-closets into the city of San Juan was presented.

Various applications for examination as pharmacist, etc., were received.

The board was informed that a meeting of the board of examiners had been called for January 2, 1900.

JANUARY 18, 1900.

A meeting of the board was held at 4 p. m. in its offices. The president presided. All the members were present except Dr. Ferrer. Dr. Lavinder, of the Marine-Hospital Service, was present as Dr. Glennan's successor on the board.

The minutes of the last meeting were read and approved.

The committee of examiners reported that examinations were held from November 13 to December 13, 1899, and at these examinations there were successfully passed six candidates in medicine and surgery, two in pharmacy, two in dentistry, three in minor surgery, and one in midwifery; and that examinations were held on January 4, 5, and 6, 1900, at which three physicians were successfully passed. The reports were accepted and the secretary directed to issue licenses to the successful candidates.

On motion Dr. Lavinder was appointed chairman of the committee on interior quarantine.

A communication from the military governor, with reference to the appointment of a chemist, was presented and ordered returned with the following indorsement:

Respectfully returned with the recommendation that the services of Dr. William N. Berkeley be secured as chemist to this board at a salary of \$1,500. It is believed that this amount will be collected from the fines imposed under General Orders, No. 151, series of 1899.

A communication from the president of the local board of health of San Juan, respecting the collection of an account from the city, was forwarded to the Adjutant-General for the necessary action.

A communication from the president of the San Juan board of health in reference to a sewer near Casa Blanca was considered.

Several applications for the board's license were presented and acted upon.

The secretary presented a circular on diphtheria, which was ordered translated after revision by Dr. Hernandez.

FEBRUARY 1, 1900.

A meeting was called to order by the president at 4 p. m. in the offices of the board. All the members were present except Dr. Ferrer.

The minutes of the last meeting were read and approved.

On motion a committee was appointed to investigate the condition of the crypts beneath the San Francisco and Madres Carmelitas churches. Drs. Hernandez and Lavinder were appointed on this committee.

The secretary reported the completion of the work of registration of physicians, etc., of the island, the following numbers having been registered: Physicians, 169; dentists, 35; pharmacists, 196; practicante, 70; midwives, 11, and professional nurses, 1.

The president presented a draft of an order modifying the provisions of General Orders, No. 153 (see General Order, No. 191). The board adopted the proposed order and directed that it should be laid before the military governor.

Various applications for examination and license were received and acted upon.

The secretary was directed to notify the secretary of the Pure Food Congress, Washington, D. C., that the secretary of this board had been appointed delegate to the next meeting of the congress.

The secretary submitted an account of the examiners of the superior board of health for services, amounting to \$465, and was directed to secure a report from the examiners before further considering the account.

FEBRUARY 16, 1900.

A meeting was called to order by the president at 4 p. m. in the offices of the board. All the members present except Dr. Ferrer.

The minutes of the last meeting were approved as read.

The report of the committee on examinations stated that three pharmacists and one practicante had successfully passed the examination and recommended that licenses be granted.

The special committee on the crypts of the San Francisco and Madres Carmelitas churches made report which was adopted. The board ordered that the condition referred to in the report regarding the San Francisco church, be stated in a letter to be sent to the bishop of Porto Rico. (See page 48.)

The board approved the estimate of expenses for the month of February.

The account of the examiners for the two general examinations already held amounting to \$465, was approved and it was ordered that a requisition be made upon the auditor for the money.

A communication from the military governor authorizing the board to appoint a chemist at a salary of \$1,500, was received. The board appointed Dr. Berkeley to this position.

A communication from the commanding officer at Cayey regarding smallpox at that place, was received.

Several applications for licenses were presented and considered. On the subject of the term "toleration," (Paragraph XIV, General Orders, No. 191, series 1899) the following general decision was adopted:

The board holds that a diploma is a prerequisite, and that the term "toleration" applies to those who had a diploma or other equal evidence of attainment granted by a teaching body, but who had failed to obtain a license from the Spanish Government in Porto Rico.

The secretary submitted a report of the number of cases of contagious diseases reported since the last meeting of the board.

MARCH 1, 1900.

A meeting was called to order at 4 p. m. by the president. The following members were present: The president, Drs. Wieber, Hernández, and Groff.

The minutes of the last meeting were read and approved.

A communication was received from the military governor, enclosing a letter from the alcalde of San Juan, in reference to a garbage crematory.

The secretary was directed to have prepared a brief history of the royal subdelegation of medicine and surgery and also that of pharmacy from the records in possession of the board.

A report of contagious diseases was presented.

MARCH 22, 1900.

Meeting was called to order at 4 p. m. in the offices of the board by the president. All the members were present except Dr. Ferrer.

The minutes of the last meeting were read and approved.

Dr. George G. Groff, who had so efficiently performed the duties of secretary and treasurer of the superior board of health of Porto Rico, having been appointed president of the board of education, was in compliance with paragraph 3, Special Orders, No. 59, from these headquarters, relieved from duty as secretary and treasurer and continued as a member of the board. Dr. Harold W. Cowper was by the same order appointed a member and detailed as secretary and treasurer of the superior board of health of Porto Rico. He this day assumed the duties of his office.

There were no reports from standing or special committees. On motion, the chair appointed Dr. Groff as a committee to supervise the work of the chemical laboratory.

A communication from the municipal council at Utuado, requesting permission to open a new cemetery in the barrio of Mameyes, was read. It had been approved by the military governor and was returned, calling attention to this approval.

A communication from the council of Añasco, respecting the polluting of the water supply by the refuse from Mr. Pagan's sugar mill, was read. Communications from the alcalde and captain of the insular police on the same subject were likewise presented. These communications were ordered laid on the table until Mr. Pagan could be addressed for any statement he might care to make on the subject. The secretary was also instructed to write to the sanitary inspector for a full report. The president informed the board on this question that Mr. Pagan was practically the only person employing laborers in this municipality.

A letter from the alcalde of Hato Grande, respecting the right of Dr. Cueto to act as titular physician without a license from this board, was presented. It was ordered returned with the information that under General Order No. 153, 1899, this board could not authorize Dr. Cueto to practice his profession until he had complied with the requirements of said general order.

Dr Cueto's application requesting a special authorization to practice was presented. It was ordered returned with the information that

it was hoped that a sufficient number of applications would be made to justify an examination being held in April.

A communication from Rosa Hernández, of Naguabo, complaining that J. Silva & Co. were selling bread at reduced prices because it was made from flour damaged by the hurricane, was read. A sample of the flour complained of was then in the hands of the analyst. The secretary was instructed to write to the chemist, requesting him to submit a report on this flour as soon as possible.

A letter from Señor Martínez, of Arecibo, requesting a patent on a medicine he had invented, was again brought before the board. It was again laid on the table until such time as an order on the subject should be promulgated.

Various applications for licenses were received and acted upon.

Dr. Hernández discussed the San Juan water supply, stating that he believed that much of the illness in San Juan was due to the impurities therein contained. On motion, the chair appointed Drs. Hernández and Lavinder a committee to investigate the San Juan water supply.

APRIL 5, 1900.

A meeting was called to order at 4 p. m. in the offices of the board by the president, Dr. Ferrer being absent. The minutes of the preceding meeting were read and approved.

Mr. Pagan's reply to the complaint by the authorities that he is polluting the water supply of Anasco was presented. He stated that such was not the case and that the complaints were raised for political purposes. The complaints were ordered forwarded to the military governor with the recommendation that Mr. Pagan be required to cease polluting the water of the Rio Grande River on or before December 31, 1900.

Mrs. Monserrate's petition for license as midwife was brought before the board. The license was ordered granted, provided that the proper certificates, as of age, moral character, and competency in her calling, were forthcoming. It was decided on this point that the issue of licenses to midwives and trained nurses should hereafter be governed by the following resolution:

Resolved, That those persons who, under the Spanish dominion, were commonly recognized as following the calling of midwife or trained nurse, and who shall present proper certificates as to age, moral character, and competency in their calling, as set forth in the requirements for licenses governing these classes, may be licensed by this board.

The secretary reported 7 cases of diphtheria and 2 cases of smallpox as the quarantinable diseases reported since the last meeting. The following expenses for the month of March were approved by the board:

Superior board of health.....	\$348.52
Vaccine station.....	114.10
Licenses account.....	350.99
Laboratory.....	358.39

APRIL 19, 1900.

A meeting of the board was called to order in its offices by the president at 4 p. m. All the members present, except Dr. Ferrer. The minutes of the last meeting were read and approved.

The special committee on the San Juan water supply reported its progress verbally.

The secretary reported 8 cases of smallpox and 1 case of dysentery as the quarantinable diseases reported since the last meeting.

Licenses were ordered issued to Dr. H. B. May and Dr. La Motte on the payment of the necessary fee. The former presented a diploma from the Milwaukee Medical College and a state license from Wisconsin. The latter had passed the Government examination for the Navy.

Several applications for licenses were acted upon.

A communication from the municipal board of health of Anasco, requesting information as to what had been done in the case of Mr. Pagan, was read; also in the case of two other planters, who, it was claimed, were polluting the water supply. The secretary was instructed to inform the board that the superior board had recommended to the military governor that Mr. Pagan be required to cease polluting the water of the Rio Grande River on or before December 31, 1900, and to request further information in the case of the other two persons.

In reference to the board's annual report it was decided to request each chairman of a standing committee to write a chapter for the annual report on the subjects which his particular committee had in charge.

Application from Alfonso Ayala, of Mayaguez, for license as nurse, was presented, together with satisfactory proof as to age, moral character, and competency of applicant in his calling, and that he had practiced during the Spanish dominion here. The board ordered a license issued.

MAY 3, 1900.

A meeting of the board was held this afternoon at its offices at 4 o'clock. The president in the chair. All the members were present, except Dr. Ferrer.

The minutes of the last meeting were approved as read.

There were no reports of standing committees. Special committee on San Juan water supply stated that it had submitted samples of the water to the analyst, and was awaiting the result of the examination before submitting its final report. In this connection the secretary read a communication from the analyst, in which he stated that the quantity of nitrites in the Rio Piedras sample made it open to grave suspicion, but on account of the small quantity submitted, and the manner in which it was taken, a satisfactory analysis could not be made.

It was resolved to request the committee to complete its report so that it could be incorporated in the proceedings of the board. (See p. 49.)

On motion, it was resolved to call on the chemist for a preliminary report on the laboratory work to be incorporated in the board's annual report to the military governor.

Señor Torres's application for license as dentist was again brought before the board. The papers were ordered returned with the following indorsement:

Respectfully returned. Inasmuch as the order under which this board acts requires that its licenciates shall have a diploma or a certificate from some recognized teaching body, and as no such diploma or certificate appears with these papers, the board is not authorized to issue the requested license.

The communication from the municipal board of health of Anasco regarding the pollution of the water supply was again laid on the table until a reply could be received to a letter sent to them by order of the board at its last meeting.

The report of the superintendent of the vaccine station was read. It was accepted and ordered filed.

The secretary stated that the following quarantinable diseases had been reported since last meeting:

Smallpox: At Caguas, 5 cases; at Hatillo, 7.

Diphtheria: At Caguas, 1 case.

Dysentery: At San Juan, 1 case.

An application from Dr. Carrill y Rivera for a title as pharmacist was laid on the table for the action of the new board.

Vouchers for the following amounts were approved:

Superior board of health.....	\$417. 24
Laboratory	569. 71
Vaccine station.....	105. 22
License account	115. 71

The president announced that General Orders, No. 102, current series, discontinued this board, and appointed a new one under the civil government.

He stated that the board had reason to congratulate itself on the work it had accomplished since its formation, and the firm foundation it had laid for the building up of an excellent sanitary system for Porto Rico. He suggested that the usefulness of the superior board of health would probably be put to the test this year, as he feared that a grave epidemic was extremely likely to occur, so many conditions being favorable to its advent. He thanked the members for their hearty co-operation in the work during the year, and for the unity and accord which characterized all their deliberations.

There being no further business, the board, at 5.20 p. m., adjourned sine die.

REPORTS OF SPECIAL COMMITTEES.

[Appendix to extract from minutes of the superior board of health, Porto Rico.]

JULY 1, 1899.

SIR: In accord with your verbal instructions, I visited the insane asylum to-day. It is impossible in a few hours to study the institution as should be done to get any clear knowledge of all its internal workings, and for this purpose I would suggest that a Spanish-speaking physician be retained for two weeks to make an exhaustive examination of the methods of the institution, both the administrative and the professional, and to make a report upon the same.

I could not obtain any information in the office of the "director," but found the books of the institution in possession of the Mother Superior. I found recorded the date of admittance of patients and of their removal, but no account of medical examination, classification, or treatment.

There is an asylum physician who, I was told, calls once each day and prescribes for the physical ailments of the inmates, but he does not treat the mental infirmities. There has been in the past a "practicante" employed to assist the physician, but he has been recently discharged.

The asylum should certainly command the full time of a reliable physician with some knowledge of mental diseases. He should reside in the asylum, receive each patient, make a record of each case on its reception, classify the case, and in case of death make an autopsy.

At the opening of the year there were 88 patients in the institution. There are now 125 patients present. With repairs made, 25 additional patients could be accommodated. The number of deaths during 1898 was 58, which for the number of patients present was very high.

It is recommended that repairs needed to increase the capacity of the asylum be made as soon as possible; that a resident physician be installed at once; and that the sisters, who are now in charge and who seem efficient and trustworthy, be continued undisturbed in their position.

GEORGE G. GROFF.

Maj. JOHN VAN R. HOFF,
Chief Surgeon, Department of Porto Rico.

REPORT ON BY-LAWS FOR GOVERNMENT OF THE BOARD.

ARTICLE I.—*Duties of officers.*

SEC. 1. The president shall preside at the meetings of the board, preserve order, and perform such other duties as custom and parliamentary usage require. He shall be, ex officio, a member of all committees.

SEC. 2. The secretary-treasurer shall keep the records and conduct the correspondence of the board. He shall be custodian of all books, documents, furniture, and other property belonging to the board. He shall give proper and timely notice in writing of every regular and called meeting to each member of the board, and shall, as executive officer, perform such other duties as are assigned by the order establishing the board, or by these by-laws, or as the board may from time to time direct. All communications from the secretary of the board shall be in writing.

SEC. 3. He shall keep in a separate book a strict account of all moneys received and paid out. He shall pay money only on order of the board. At the end of the fiscal year he shall present to the board, in writing, a statement of all moneys received, with their sources, and a detailed account of all moneys expended, and shall make such returns to the auditor of the island as may be required by proper authority.

ARTICLE II.—*Meetings.*

SEC. 1. The regular meetings of the board shall be held on the first Thursday in each month, at 8 p. m.

At the meeting in June the annual report shall be adopted, and a public address on some sanitary topic shall be delivered.

SEC. 2. Special meetings shall be called by the president, at such time and place as shall be designated, whenever requested in writing by three members of the board.

SEC. 3. A majority of the members of the board shall, at any regular, called, or adjourned meeting, organize and constitute a quorum for the transaction of business.

ARTICLE III.—*Order of business.*

SEC. 1. All meetings shall be called to order at the appointed hour by the president. In the event of his absence a chairman pro tempore shall be appointed.

SEC. 2. At regular meetings the business shall be conducted as follows: (1) The secretary shall register the names of the members present; (2) the minutes of the last regular meeting shall be read; (3) the minutes of special meetings held since the last regular meeting shall be read; (4) report of the secretary; (5) reports of standing committees; (6) reports of special committees; (7) unfinished business; (8) new business; (9) adjournment.

At special meetings the following shall be the order of business: (1) Registration of names of members present; (2) reading of minutes, if called for; (3) presentation of special subject; (4) presentation of accounts; (5) adjournment.

ARTICLE IV.—*Annual report of the secretary.*

The secretary shall, at the meeting in July, make a full report of his official acts during the year ending June 30 preceding, and accompany the same with recommendation of such measures as he shall deem necessary for the preservation of the public health and the faithful execution of the law; and this report shall constitute the basis of the report of the board to be presented to the governor.

ARTICLE V.—*Standing committees.*

SEC. 1. The following standing committees shall be appointed by the president of the board at the meeting in July of each year:

I. An executive committee to have charge of sanitary rules, regulations, legislation, and finances.

II. A committee on public water supplies, drainage, sewerage, public institutions, and school hygiene.

III. A committee on registration and vital statistics; trades and occupations prejudicial to public health; licenses and permits; all nuisances and offensive industries; tenement houses; street cleaning; cemeteries; and disinfection.

IV. A committee on inspection of foods and drinks, drugs, poisons, explosives, and other special sources of danger to life and person.

V. A committee on the regulation of the practice of medicine and surgery, pharmacy, dentistry, midwifery, embalming, and undertaking.

VI. A committee on preventable and communicable diseases, diseases of domestic animals communicable to man, vaccine station, and vaccination; interior quarantine.

SEC. 2. Such papers, communications, or other matter received by the secretary as he may deem proper for the purpose, shall be forwarded to the chairman of the appropriate committee, after filing the titles and memoranda, which shall be recorded in the secretary's office.

SEC. 3. All reports of committees shall be in writing.

ARTICLE VI.—*Finances.*

SEC. 1. All accounts against the board shall be filed with the secretary-treasurer, and may be presented at any meeting of the board, when they shall be acted upon in open session; and all accounts allowed shall be indorsed "approved by order of the superior board of health of Porto Rico," and shall be indorsed by the president and secretary.

SEC. 2. The secretary shall record, in a book reserved for that purpose, all accounts of expenditures ordered or made by the board and its several members, and shall, before presenting any bill, account, or voucher to the insular treasurer, cause a copy of the same to be recorded, and shall have stamped upon such voucher, account, or bill the audit and date, as the executive committee shall provide.

ARTICLE VII.—*Executive committee.*

SEC. 1. The executive committee shall consist of the president of the board and the representative of the United States Marine-Hospital Service, and of the United States Navy, upon the board, including the secretary of the board, who shall be secretary of the committee.

SEC. 2. It shall have the general supervision of the work of the board, including its finances, purchases, expenses, and publications of the board.

SEC. 3. It shall hold meetings as often as it shall deem necessary, and shall meet at the call of the chairman.

ARTICLE VIII.—*Rules of order.*

In conducting the business of the meetings of the board, the parliamentary rules governing similar boards in the United States shall be adopted, so far as they are applicable to the deliberations.

ARTICLE IX.—*Seal.*

The seal of the board shall be circular in shape, bearing on the circumference the words "Superior Board of Health of Porto Rico. 1899. *Salus populi suprema lex*," and in the center the coat of arms of the island.

ARTICLE X.—*Amendments.*

These by-laws may be altered or amended at any regular meeting of the board by a two-thirds vote of the members present.

Presented by the president.

JULY 6, 1899.

COMMITTEE TO REPORT ON CONDITION AND NEEDS OF THE INSANE ASYLUM.

In compliance with directions of the superior board of health, "To inspect and report on the condition of the insane asylum at San Juan," we have the honor to state as follows:

1. The insane asylum has been, and is still being, administered jointly with the orphan asylum. Supplies are received by the sisters for both institutions and issued from the common storeroom. Besides this, they have in common a dispensary and the medical staff, consisting of one physician in charge, who is at the same time the apothecary of the institution.

2. The present number of inmates of the institution is as follows: Fifty-eight males and 67 females, a total of 125, who are being cared for by 4 sisters for the female

insane and 5 attendants for the male insane. The capacity is for 60 males and 70 females.

3. The male and female patients are kept completely separate, each side having its own court. The communicating doors were found locked and well secured.

4. The corridors, dormitories, and verandas were found clean. The beds and bedding that were inspected were clean, and showed no signs of vermin. It was stated by the physician in charge that there were no bedbugs in the house.

5. It was stated to us that there were many applications for the admission of insane people into the institution, but for lack of room none could be considered at present.

6. In the men's part of the building one entire wing has been in ruins since the bombardment by Admiral Sampson's fleet; this wing comprised one dormitory and several cells for unmanageable cases.

7. The dormitories are large wards filled with beds, which in some places are so close together that a person can barely pass between them. The dimensions of the rooms were not taken, nor was the cubic content ascertained. There were counted in one ward 22 beds, in another 26 (these in the men's wards), and a third one contained 31 beds (in the female ward).

8. In some occupied parts of the building the flooring was rotten; in other parts it had been roughly patched.

9. The "latrines" are of Spanish style and there are no flushing arrangements. The water used for scrubbing and cleaning these places has to be carried by buckets from the court-yard cisterns.

10. The bathroom is of the most primitive construction; a large stone bath tub, built below the level of the floor, and most unsuitable for the bathing of helpless patients, and a few barrels filled with water comprise the outfit.

11. The kitchen is large and clean; the food appeared substantial and well cooked. The water used for the kitchen is carried by bucket from the cistern.

12. The drains lead from the various parts of the building into the bay. They were not inspected.

13. All the water used for drinking purposes is filtered through Pasteur filters.

14. The tractable patients in the institution are employed in the cleaning of the various parts. The females help in the laundry and kitchen.

The urgent needs of the institution are:

(1) Adequate water supply, which should be attained by making connections with city water supply; (2) proper lavatory, bathroom, and water-closets, with flushing arrangements and sanitary drains; (3) repairs to the cistern pump, windmill, and tank; (4) rebuilding of the dormitory in the wing of the male patients; (5) repair to rotten floors, wherever necessary; (6) separate administration from orphan asylum; (7) separate dispensary; (8) a medical staff, with resident physician, receiving adequate remuneration; (9) increase in the number of attendants for both sides.

F. W. F. WIEBER.

JULY 6, 1900.

COMMITTEE TO ASCERTAIN THE PRACTICABILITY OF MOVING INSANE ASYLUM TO SANTURCE.

Your committee called upon the rector of the "Escuela Pia" July 7 and laid before him the plan proposed by the superior board of health at its last meeting, July 6. He answered as follows:

"I accept on general principles the idea of the transfer of the college to the capital. However, I can not take any steps in that direction without a given order from my superiors in Spain. I personally favor the plan and shall be glad to take with me on my proposed visit to Spain, leaving San Juan July 14, the offer of the exchange, providing that a building, suitable for our school purposes, giving us the necessary room for the boarding of our pupils and the instructors, and being fitted up for our purposes, be given in exchange."

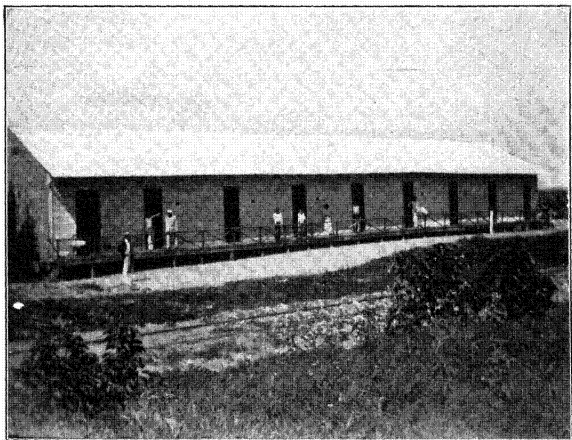
During the conversation the rector stated that the only suitable Government building which he knew of was the old building next to the San Jose church, which is used now by the supreme court and also in part as the army medical supply depot.

We consider the grounds and buildings of the "Escuela Pia" at Santurce well situated for the purpose of an insane asylum. The property extends quite a distance behind the building, an area of 180,000 square meters. There is enough slope to the ground to permit of good drainage, the water main is handy, and the building appears substantial.

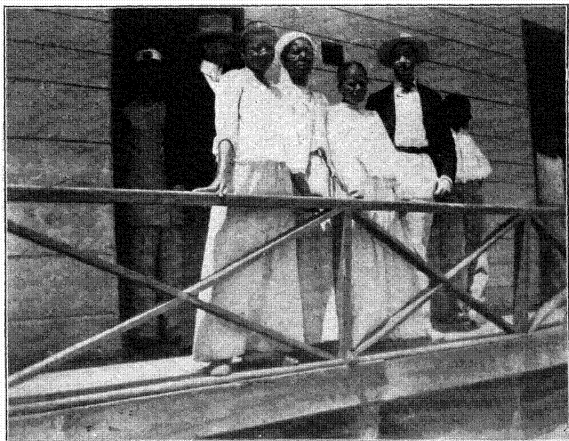
(Signed)

F. W. F. WIEBER, M. D.

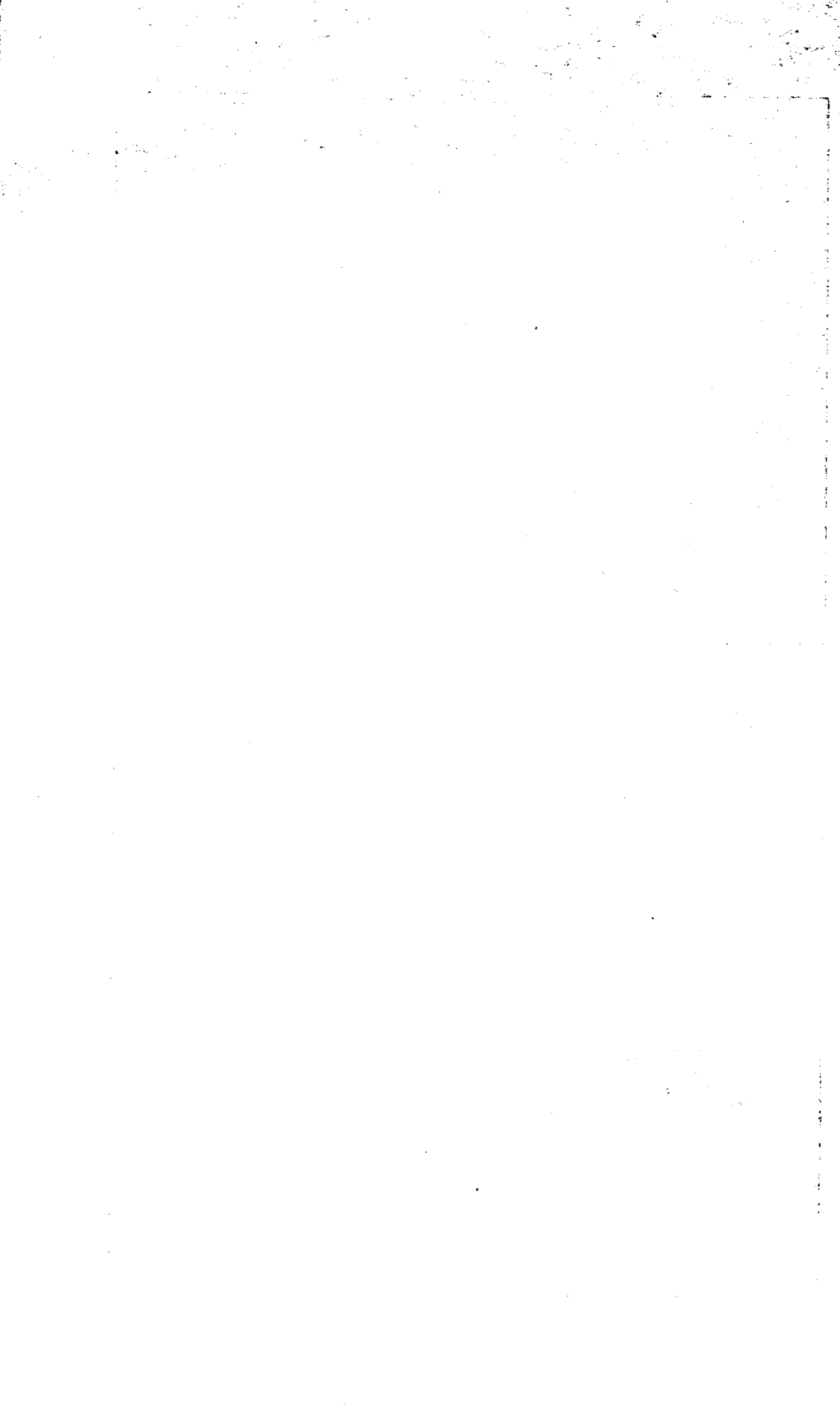
JULY 10, 1899.



THE LEPER HOSPITAL, SAN JUAN.



THREE WOMEN LEPERS—MOTHER AND TWO DAUGHTERS.



COMMITTEE TO REPORT ON CONDITION OF LEPROSY ASYLUM.

In accordance with the resolution of the superior board of health, adopted July 9, 1899, "that a committee of one be appointed to make a report on the present condition of the leper asylum, what improvements are necessary," etc., by the appointment of the chairman, I have the honor to submit the following report:

During the early part of the past winter, when a house to house inspection of San Juan was made by the local military board of health, of which I was an advisory member, a number of cases of leprosy was discovered concealed in different parts of the city in crowded tenements, and in some instances, which I personally observed, where laundering, and other work was taken in from American residents.

It was also ascertained that before the war a number of these unfortunates were collected in a rough frame building located immediately in the rear of the jail, within the city limits, near a number of inhabited cottages, and adjoining low marsh lands.

As a pressing temporary measure, these cases were collected and returned to this crude asylum until better isolation and quarters could be obtained. These proletaires were necessarily a public charge, rations were issued them and a keeper appointed to reside at and oversee the place. There are now 14 cases collected in this building, 8 males and 6 females.

A few cases have been transferred here from Ponce, and the estimate is that there are about fifty cases upon the island.

It may be stated briefly that leprosy occurs at all ages; that it is a bacterial disease; that it is contagious by inoculation, and that bad food, constant fish diet, and crowded surroundings predispose to the disease.

The geographical distribution of leprosy is extensive. It is found in the West Indies, the islands of the Pacific Ocean, in Madeira, South America, Mexico, Louisiana, California, British Columbia, Minnesota, and New Brunswick, where a large colony exists.

Without discussing whether leprosy is a contagious or infectious disease or its method of propagation, it is declared a quarantinable disease by the quarantine laws and regulations of the United States; also careful observation shows its spread in communities where the leper is not isolated.

In the Sandwich Islands it was noticed amongst the natives in 1859 and traced back to 1848. It spread rapidly, and in 1865 there were 230 known lepers in a population of 67,000. By 1891 the native population diminished to 44,232. Of these 1,500 were lepers, or one to every thirty of the population.

In New Caledonia it was unknown until 1865. It is supposed to have been introduced by a Chinaman who was well known. Its rapid diffusion throughout the island has been traced step by step, and in 1888 the lepers numbered 4,000. (Manson, Tropical Diseases, 1898.)

Leprosy never makes its appearance unless introduced by a leper, and the leper must be regarded as a source of danger to the community in which he lives. Facts are stubborn things, and the only way to suppress the disease is by thorough isolation.

The present location of the leper hospital, in a single rough building in the rear of the jail and within the city limits, is totally unfit for the purpose, and a menace to this community.

In looking over the field for a site for the proper isolation of these afflicted outcasts, the essentials were considered to be:

1. Their complete separation from inhabited districts.
2. A location where pure air, water, and exercise could be obtained.
3. Where a quantity of arable ground could be found suitable for fruits, truck gardening, support of goats, fowls, etc., and thus conduce to their self-support, contentment, and happiness.

One of the small islands lying off the coast of Porto Rico naturally suggested itself, and after a preliminary inquiry and inspection, the small uninhabited island or cay of San Luis was considered a good location for this purpose.

This island is situated in 18° 18' north and 59° 8' west of Greenwich, just off the east coast of the island of Porto Rico; it is 80 miles from San Juan by water, about 150 miles from Ponce, and near by to the island of Culebra. I spent a day and accidentally a night upon this island, making an investigation of its fitness for the purpose intended, sleeping upon the ground under a tarpaulin, because the transport *Slocum* failed to return in the afternoon to pick us up.

It contains a total area of about 400 acres, and between two steep rises of over 200 feet there is a bottom level of over 40 acres of arable land covered with thick undergrowth and some fair-sized trees.

A fresh-water run makes down one of the rises to this level, which could be

impounded and a supply of fresh water secured. There are beach landings on the north and east sides; on the former an inexpensive rough dock could be constructed with bowlders and stones near by. Timber is sufficient for fire and other purposes. Wild parrots are present in considerable number, and fish and turtle are abundant.

Taken altogether the island is considered suitable for the location of a leper colony, where they could be properly and comfortably isolated at less expense than at the present site.

At this time it is not considered necessary to erect buildings of an expensive character, but to house them in modest cottages, with due regard to age and sex, and having inclosed patches of ground for cultivation.

Bearing in mind that expensive buildings are out of the question at the present time, but that the colony can be maintained upon Luis Pena Island at no greater public charge than at their present location, the following recommendations are made:

First. That the fresh-water supply be exactly determined by sinking two or three driven wells to ascertain the character of the surface water. Also to decide the amount of impounding necessary to collect a water supply at different levels in the rocky draw, which could be piped to required places by natural fall.

Second. The water supply proving sufficient, a rough stone landing should be constructed upon the east-side beach for small boats and lighters, using the bowlders near at hand.

Third. After marking all fair-sized trees suitable and desirable for retention, the bottom tract of about 40 acres should be slashed and grubbed from beach to beach, thus giving a clear building site and free ventilation from shore to shore. If convict labor can be employed upon this work the expense need not be very great.

Finally. It is estimated that with the services of convict labor the clearing of the grounds, erection of temporary buildings, etc., the cost of housing the leper colony upon San Luis Island would be about \$5,000.

A. H. GLENNAN.

JULY 17, 1899.

COMMITTEE ON INSANE ASYLUM.

The committee appointed at the last meeting of the superior board of health "to report and submit estimates on (1) the necessary changes in connection with the insane asylum, (2) the plan to change its location to the present Escuela Pia, in Santurce, and (3) plans for a new site somewhere on this island," has the honor to report as follows:

At the present institution, which under any conditions will have to be used as a home for the insane for some time to come yet, the following changes and additions are necessary:

1. Connection with the city water main in order to supply ample water for proper cleaning and flushing.

2. A new small annex building on either side of the chapel wing and its northern end to contain 12 automatic self-flushing water-closets, 2 lavatories, and 2 bathrooms.

3. The drains from the annex, also the surface drains from the court, require connection with the military sewer.

4. The destroyed ward in that part of the building which is used by the male insane must be rebuilt to relieve the crowded condition of the wards.

5. The rotten flooring in the basements of both wings is to be replaced by pine flooring, tongued and grooved, and this painted over with oil paint to make it impervious as much as possible to the excreta of the confined uncontrollable inmates.

6. A concrete open drain back of the cells, properly graded with flushing facilities by means of hose attachments, and connected with the sewer.

7. Minor repairs to the outside of the building where it has been struck by shells during the bombardment of the city.

8. There is no available space allowing of expansion.

The estimated cost of the work recommended is about \$6,000.

It is intended by these changes merely to tide over the period necessary to supply a better place for the insane and during this time to put the asylum into the best possible hygienic condition.

The report and estimate on the plan to acquire the Escuela Pia at Santurce involves the following points:

1. To change this building from one fitted up for school purposes to one suited for an insane asylum.

2. To provide another public building in the city of San Juan, in exchange for the above school and fit it up for school purposes.

As the building asked for in exchange is in Government use, and as it is doubtful if the transfer could be made, and as the conditions of transfer are too indefinite, and have to be decided in Spain by the superior of the order by which it is leased, the committee could not see their way clear to estimate on the proposition.

To estimate on a modern insane asylum to be built up "de novo."

The plan proposed is figured on an estimate of about 240 insane. The committee consider that about 100 acres of land are required to place the institution on a modern footing. The location should be preferably near a town or city, so that provisions can be easily obtained and so that labor and material are at hand, when required.

To accommodate the given number of patients it is proposed to build 12 one-story pavillions consisting of 2 wards, and being under the charge of 2 nurses, with bath and water-closet arrangements. Estimated cost, 60,000 pesos.

3. A central administration building, large enough to contain kitchen, separate dining rooms, storerooms in the basement, offices, reading rooms, social hall, etc., on the first floor, and the living rooms of the employees and nurses on the second floor. Approximate cost, 30,000 pesos.

4. A hospital with male and female wards, large enough to accommodate 60 patients, containing cell rooms in the basement, fitted up according to modern ideas, for 40,000 pesos.

5. A residence for the medical officer in charge for 10,000 pesos.

6. A steam laundry, a boiler house with two boilers, an electric-light plant, steam pumps for all purposes. Approximate cost, about 12,000 pesos.

7. A small chapel, about 2,000 pesos.

These estimates must of necessity be very rough ones, but we believe that the sum total will not be very far from the actual figures.

Neither the water supply nor the question of sewerage has been entered into, as these questions depend upon local conditions.

The employment of the insane on farms or in workshops is left for future considerations.

F. W. F. WIEBER.

JULY 18, 1899.

The following estimate of expenses for repairs to Manicomio is attached to above committee report:

	Pesos.
Wall demolition.....	72
Wall reconstruction.....	1, 120
Roof reconstruction.....	165
Pitch pine flooring.....	1, 375
Latrines and baths, new buildings:	
Masonry.....	1, 764
Cement flooring.....	288
Brick roofing.....	198
Plastering.....	126
Doors and windows, painting.....	120
Total.....	5, 228
In American currency, \$3,136.80.	

Plumbing, water supply, sewerage:

2 6-stall, enameled-iron, automatic-flush closets; 4 iron enamel automatic-flush closets; 4 iron baths; 4 kitchen sinks; 4 slop sinks; 4 shower baths; 3 urinals; 100 feet fire hose; 200 feet 2-inch fire line, iron pipe from city main, with two connections for hose, fixtures to be set up complete, with connections to sewer and water main.. \$2, 177. 00

Total cost, American currency, \$5,313.80.

PAUL LE HARDY, *Engineer.*

REPORT OF THE EXECUTIVE COMMITTEE.

During July this committee held four meetings. At each meeting all the members were present. On July 25 an estimate of expenses of the superior board of health for the current month, amounting to \$328, was adopted. At the same meeting an estimate of the expenses of the leper asylum for July, amounting to \$182, was adopted.

It was agreed at this meeting that the services of the barber at the leper asylum

should be discontinued. It was agreed that all payments of salaries by this board be in United States currency, without any increase in present rates of payment.

It was agreed that professional nurses be added to the list of persons to be licensed by this board on presentation of proper diplomas and certificates or testimonials. Several applications for admission to the insane asylum were considered. A report on the sanitary condition of the Beneficencia, by Chaplain Henry A Brown, was received, indorsed, and referred to the commanding general.

It was agreed that for the present the meetings of the executive committee should be held at 4 p. m. on Mondays, Wednesdays, and Fridays.

At this meeting a monthly schedule of wages to be paid at the insane asylum, amounting to \$485, was adopted as follows:

Attending physician.....	\$100
Practicante	50
1 chief attendant	35
1 assistant to chief attendant	30
7 Sisters of Charity, at \$15	105
3 first-class assistants, at \$25	75
3 second-class assistants, at \$20	60
3 servants, at \$10.....	30

An estimate of the expense of the insane asylum for July was adopted, amounting to \$1,072.63. The secretary was authorized to secure proposals for printing the regulations of the board. The president of the board was requested to secure the authority of the governor-general to employ Mr. F. H. Janes, architect, to draw plans, make estimates, and supervise repairs to insane asylum.

The secretary was authorized to notify Dr. Nater, city physician, that the superior board of health would in the future pay him \$24 per month for his services at the leper asylum.

Mr. F. H. Janes, architect, was present at this meeting and discussed with the committee plans for repairs of the insane asylum.

At this meeting reports of the committees on the lunatic and leper asylums were considered. The meeting adjourned to meet at the call of the president.

AUGUST 3, 1899.

COMMITTEE ON BACTERIOLOGICAL INSTITUTE.

The committee appointed by the superior board of health to report on the biological or serotherapeutic institute, as treated of in various papers, plans, and indorsements submitted, have the honor to report as follows:

1. We consider that an institution of this kind is necessary in localities in which from the frequency of special diseases, such as rabies, diphtheria, tetanus, smallpox, etc., an actual want of antitoxines of special virus exists.

2. No definite data are available showing the special prevalence of any of the above-mentioned diseases, except in the case of smallpox. For the past year only two cases of rabies have come to the attention of the chief surgeon of the army.

3. We find that antitoxines from reliable sources can be obtained upon the island for the following diseases: Diphtheria, tetanus, and septicæmia—it is true, at considerable expense. A vaccine farm will be established by the superior board of health, which will furnish all the virus required by the island. It is impossible to procure virus for the treatment of rabies, this being, therefore, the only disease of this class not provided for.

4. Rabies is an extremely rare disease, as is shown by the following figures: Dulles was able to collect only 78 cases of this disease in the United States for the period of five and one-half years, from 1887 to 1893.

5. We are of the opinion that the proposed "institute" can not be considered a pressing necessity on this island at the present time, and we do not advise any expenditure of public funds in that direction.

6. All papers submitted are herewith returned.

F. W. F. WIEBER.
RICARDO HERNANDEZ.
GABRIEL FERRER.

COMMITTEE ON GARBAGE DUMP FOR SAN JUAN.

The undersigned committee, to whom was referred the subject of the garbage dump for the city of San Juan, begs leave to submit the following report:

Prior to the American occupation this city had a contract to haul away the garbage for 8,000 pesos per annum. This was accomplished by means of ox carts, and the

refuse was dumped upon private property between the city and Martin Pena. This slow process resulted in open carts proceeding along the military road at all times of the day, scattering refuse along the only highway leading from the city, making a trail of odors and an unsightly condition of affairs. The city is now comparatively free from flies, whereas under this former primitive method these pests were abundant.

After the establishment of the local military board of health a sea-water dump was improvised upon the ocean side of the island east of San Cristobal. A shorter haul, quicker disposal, and the lesser of two evils resulted. This method prevails at the present time, and 14 Government wagons, with drivers and mules, are in daily use upon this work without expense to the city, which from a commercial point of view may be estimated at a value of at least \$40 per diem to the municipality.

It will therefore be seen that if the city should return to the old system of private contract for the work, there must necessarily be an interest in securing this garbage for filling and fertilizing waste land, to the detriment of the general health and comfort of citizens and visitors. It will also operate against the future commercial development of the capital, will prevent moneyed investments in the place, and wealthy winter visitors will be driven away from a locality where crude and insanitary methods are adopted.

There remain three ways for the disposal of garbage and the contents of cesspools: The objection to the present dumping site is that some refuse, as old tin cans, broken glassware, etc., litters the beach formerly used for bathing purposes, and at times some odor prevails in the locality. This is true, and your committee sought another site for a shore tide-water dump, but without success. Even if a location was obtainable near the old cemetery, the steep haul contraindicates it.

Second. The loading of barges and towing out of the harbor is mechanically practicable, but in this tropical climate is objectionable anywhere along the limited water front on account of delays in loading, storms, and towage ensuing, foul odors, flies, etc. This method is also expensive and has recently been condemned by the governor and health department of New York.

The third alternative is by cremation. This is the modern scientific method and now in practical use in a number of the cities of the size of San Juan. The amount of material to be handled here will at no time exceed 30 tons per diem. We are informed that what is called a 15 to 20 ton apparatus will consume this amount with some time to spare in the twenty-four hours, and that this capacity will answer the purpose of San Juan for years to come.

After the first cost of a crematory the running expense is comparatively little. It is a fair business proposition even for a stock company, and the municipality of San Juan should undertake it for the development of the capital and as an example to other large cities upon the island.

A. H. GLENNAN.
RICARDO HERNANDEZ.

AUGUST 16, 1899.

COMMITTEE TO EXAMINE INTO FITNESS OF BEEF FROM PREGNANT COWS FOR USE AS FOOD.

Your special committee, appointed August 24, to examine into the fitness for human food of beef from pregnant cows respectfully begs to submit its report as follows:

Such beef is not forbidden by the laws of the States of New York, Pennsylvania, Maine, Wisconsin, Kentucky, or the District of Columbia, and of the Province of Quebec and Dominion of Canada. The writer, in his experience as a health officer, never had his attention called to any law in any State as to the unwholesomeness of such beef.

In the Treatise on Hygiene, by J. J. Notter and R. H. Firth, the following reference is made to the subject:

"Carasses of animals slaughtered before, during, or immediately after parturition are not necessarily unfit for food. If there is evidence of extravasation or inflammation of the pelvic cavity, and the flesh elsewhere is pale and livid and ill-set, it should be condemned. But if it be a case of abnormal presentation, and the animal is slaughtered and properly bled and dressed, the flesh may be perfectly fit for consumption."

No other reference could be found on the subject, either in English or Spanish books.

Your committee believes that the regulation existing in Porto Rico at present against slaughtering pregnant animals is based on economic grounds rather than sanitary.

G. G. GROFF.

AUGUST 26, 1899

COMMITTEE ON ADVISABILITY OF CONVERTING SAN FRANCISCO BARRACKS INTO A JAIL.

Your special committee appointed to make an examination of San Francisco Barracks respectfully submits the following report:

These barracks are situated in the eastern portion of the city of San Juan, bounded by the Calles Luna, Tamarindo, Tanca, and San Francisco, all these streets having different grades, with Luna as high as the second floor of rear building, abutting the walls, causing dampness and mold.

Facing San Francisco street are the old church and chapel of the same name, with a more recent public building on the southeast corner of the block. These barracks were originally constructed by the order of the San Francisco Monks, in mediæval style of architecture. The greater portion of the work was begun in 1650, and completed by 1680. It has been somewhat added to since that time, and was occupied by the San Francisco Monks until 1835, when the religious orders were suppressed.

A few years later it was converted into a military barracks under the direction of Colonel Cortigo, of the engineers.

They now consist of thick walls of masonry surrounding two inner courts and archways, inclosing numerous cells and dark rooms. The only sunlight and air upon the ground floor was obtained by the animals stabled beneath the open archways.

The ground floors are upon different levels, with obstructed drainage, which act as catch basins, and the soil is permeated with the excretions from the cesspools above on Luna street. The whole structure is a shell of old walls and arches of masonry, forming confined air spaces. The stairways are narrow, broken down, tile-and-cement work, and the flooring consists of inferior rough patched boards, with their edges and under surfaces stained from the drippings and washings of years. With the conditions given, which obtain in these old barracks and grounds, that of moisture, mold, and absence of sunlight and air, and an average temperature above 70° F. throughout the year, an ideal culture bed is formed for the propagation of disease germs. This is thoroughly borne out in the history of the place during the occupancy by the Spanish soldiery, who afforded the nonimmune material to complete the facts in the case.

Dr. Gabriel Ferrer, of this committee, is personally cognizant of the origin and development of yellow fever in these quarters, he having been frequently called in as a consultant. He states: "I can affirm, because experience has taught me so, that the greater number of people attacked with yellow fever always proceeded from the soldiers located in these barracks."

This is also personally known to Dr. Ricardo Hernandez. Cases were allowed to remain until in a desperate condition, often dying during removal to the hospital, and the death rate was as high as 47 per cent, showing a virulent type of the disease.

While the dictum may be true that there is no building which can not be disinfected, it is equally true that disinfection does not correct bad sanitary structural conditions, which preeminently exist in the San Francisco Barracks. Already this season yellow fever has broken out in several like buildings in Cuba, the last in the marine barracks in Habana a few weeks ago, and it is not possible to suppose that they had not been disinfected prior to occupancy.

Dismantling, alterations, or repairs to buildings of this class during the yellow-fever season experience has shown is disastrous in the extreme. The United States consul at Vera Cruz makes official report as follows: "Early in the spring of last year the city council passed a resolution to have owners of property comply with an ordinance then existing to repair and fix up buildings in the city; hence they commenced to take out partitions, break down entire walls, remove roofs, etc., and débris was piled up in the streets everywhere. It was then that yellow fever made its appearance, and as the work progressed the fever increased, until it is now an epidemic." The outbreak of this disease in Franklin, La., probably originated in the dismantling of an old house which had been infected the previous year, and the breaking up of an old barge in Habana Harbor was followed by yellow fever in the crew of a vessel near by. Other instances could be cited where yellow fever owed its recrudescence to the alteration and tearing down of old, infected buildings.

For these reasons your committee earnestly recommends that at the close of the present summer season, after fractional disinfection, the whole structure be dismantled, available material used for other purposes, the dry, clean, and disinfected débris utilized in grading and terracing the block, upon which a top dressing could be placed, and proper sewerage and drainage established.

This work should not be undertaken before the expiration of ninety days.

Your committee does not believe that modern methods of sanitation and scientific construction should be disregarded by any makeshift alterations and repairs for the housing of prisoners, aside from the objection to bringing this class of people into

an already overcrowded city. Any collection of persons under the circumstances, whether prisoners or school children, would be an acknowledged danger to the health of this community.

It may be a little out of the province of this report but still a matter of sanitation to state that public air spaces are very limited in San Juan, which is compactly built and contains a dense population. For this reason many of its citizens wish the site of the San Francisco Barracks converted into a public park.

"*Mens sana in corpore sana*" is also an educational matter.

Finally, your committee begs leave to state that if this site is reserved for public purposes the only solution to the question is the dismantling of this old shell structure and the establishment of a complete grading, sewerage, and drainage of the block. The cost of erecting one or two modern buildings, using available material, will not be in great excess of dubious repairs and alterations, at the same time affording a lesson in modern scientific architecture and the establishment of proper hygienic conditions.

A. H. GLENNAN.
R. HERNANDEZ.
GABRIEL FERRER.

AUGUST 28, 1899.

COMMITTEE ON SUBDELEGATION OF MEDICINE AND SURGERY.¹

Whereas the powers and duties formerly possessed by the subdelegation of medicine and surgery of Porto Rico have been transferred to the superior board of health, and whereas the safety of the public is endangered by incompetent physicians and surgeons, pharmacists, dentists, midwives, practicanes, etc., and due regard for public health and the preservation of human life demands that none but those competent and qualified shall practice these professions: Therefore, be it ordered:

1. That in the place of the subdelegation of medicine and surgery, pharmacy, etc., of Porto Rico, an examining committee shall be appointed by the superior board of health, to consist of three graduates in medicine and surgery, of not less than ten years' standing, and of recognized ability in their professions, two graduates in pharmacy, and one graduate in dentistry, possessing the same professional standing. The committee shall be divided into subcommittees for the work of examining.

2. The superior board of health of Porto Rico will make and adopt for the examining committee all necessary rules and regulations and by-laws not inconsistent with existing laws and regulations or with the Constitution of the United States.

3. The said examining committee shall meet and organize in the city of San Juan within one month after the appointments are made. The superior board of health shall provide a place for the meetings of the examining committee.

4. All fees received by the committee shall be turned in to the treasurer of the superior board of health. After the payment of legitimate expenses the balance shall be divided among the members of the committee in such manner that each member shall receive his proportionate share of the fees received from all persons he actually examines. The recorder will receive his proportionate share of all the fees received.

5. At the first meeting the members shall draw lots for terms of service. The first two names drawn shall serve one year, the next two drawn shall serve two years, and the last two drawn shall serve three years. The superior board of health shall, on January 1 of each year, appoint two members, who shall serve three years. A president and a recorder shall be appointed by the superior board of health on the same date.

EXAMINATIONS.

6. The examining committee shall hold examinations for those who desire to practice medicine and surgery in Porto Rico, also for practicanes, midwives, professional nurses, and dentists, at such times as the superior board of health may direct.

7. All applicants under the classes named, desiring license to practice their professions or occupations in Porto Rico, shall first present their diplomas or certificates to the secretary of the superior board of health, together with a certificate signed by responsible persons as to the good moral character of the applicant. If an examination of these papers proves satisfactory, the secretary will issue a permit to the applicant to appear before the examining committee for examination.

8. The questions used shall be first submitted to the superior board of health, and, after being approved, the same questions shall be used with all individuals of one class applying at one time for examination. All examinations shall be in writing and subject to such rules and regulations as the superior board of health shall, from time to time, prescribe.

¹See General Orders, Nos. 153, 163, and 191, series 1899.

9. After each examination the examining committee shall, without unnecessary delay, act upon the same. An official report of such action, signed by the chairman, recorder, and each acting member, stating the subject of the examination, average of each candidate in each branch, the general average, and the result of each examination, whether successful or unsuccessful, shall be forwarded to the superior board of health. Said report shall embrace all examination papers, questions, and answers thereto. All examination papers shall be kept for reference or inspection for a period of not less than five years.

10. On receiving from the examining committee an official report of the result of any examination of any applicant for license, the superior board of health, if it approves the report, shall forthwith issue to each applicant adjudged by the examining committee qualified to practice medicine and surgery or the other branches named in this order a license to practice same in Porto Rico, signed by the officers of the superior board of health and attested by its seal.

Before any license shall be issued by the superior board of health it shall be recorded in a book to be kept in its office, and the number of the book and the page therein containing such recorded copy shall be noted on the face of said license. Said records shall be open to public inspection, under proper restrictions as to their safe-keeping, and in all legal proceedings shall have the same weight as evidence that is given to the conveyance of land.

11. In case any applicant shall fail in his examination before the examining board, he may reappear, on the approval of the superior board of health, at any subsequent examination after six months and within two years, without payment of any additional fee.

12. It is also provided that applicants who possess diplomas from reputable medical colleges, and who have been licensed by state boards, after an examination, may, upon the payment of \$25, be licensed by the superior board of health, if the superior board of health so decides, without examination.

13. The fees established by the superior board of health for examination are as follows:

The fees for examination of physicians, surgeons, dentists, and pharmacists shall be \$25, not to be returned in case applicant fails.

Practicantes shall pay \$10 and professional nurses \$10 for their examinations and licenses. Midwives shall pay \$5. These fees shall not be returned in case applicant fails.

For registration of a license by the superior board of health the fee shall be \$1 in every case, which shall be applied as in paragraph 4.

14. No person shall practice medicine or surgery or the other branches enumerated in this regulation in Porto Rico until the provisions of this regulation are complied with, except such persons as have secured the right under the Spanish Government and medical officers serving in the Army and Navy of the United States or in the United States Marine Hospital Service.

15. For the purpose of advertising the first examinations and for necessary stationery an appropriation of \$50 is made.

G. G. GROFF, *Chairman.*

SEPTEMBER 7, 1899.

COMMITTEE ON REGULATION OF PROSTITUTION.

Without discussing whether the fixing of laws governing prostitution is right or an abuse of power, or whether it is moral or demoralizing, it is an established fact that the vice ably defined by Letu as "an abandonment to shame" is so common and pernicious that philosophers, moralists, scientists, and governments have regarded its repression as a special study and still give the matter their attention, trying to make, perhaps, a code of laws for lawlessness, but at any rate making a noble effort to prevent or at least diminish the grievous consequences of the vice. Considering the matter, not philosophically, but merely from a practical and hygienic point of view, there is no doubt that unchecked prostitution produces two great evils—one affecting public health and the other offensive to private and public morals, particularly where innocence and virtue are left unprotected. The fact that these evils exist renders it necessary that they be relieved, the first by hygienic and scientific measures, and the second by repressing the scandal and shame inherent to prostitution, even though soi-disant idealists sneer and argue that sexual intercourse should be free, without thinking that they are condemning the innocent to the reign of harlotry.

We therefore beg to advise that the regulations applied to prostitution in Habana be adopted, as we consider them the most complete code bearing on the subject.

RICARDO HERNANDEZ.
GABRIEL FERRER.

OCTOBER 19, 1899.

GOVERNMENT OF THE OCCIDENTAL REGION AND OF THE PROVINCE OF HABANA.

Decree.

Convinced of the necessity for close and constant attention to the important question of the control of prostitution, which is under the exclusive charge of the civil government of the province, but realizing that the direction of the vast business of the regional government will prevent me from giving such personal attention to the said branch of hygiene as the public interest demands, I deem it advisable to establish an auxiliary board of this government, which, as delegate of my authority, will take charge of everything pertaining to the said branch of hygiene in this city and effectively and economically administer the laws which govern it.

Any unexpended balance of moneys left after payment of all legitimate expenses of the board must be applied in future to public charity, one-half to the Royal House of Maternity and Beneficencia, and the other to the civil hospital, "Our Lady of Mercedes."

It is ordered that—

1. From this date a special board for control of prostitution be established.

2. The board will be composed of a chief physician, the director of the county house for prostitutes, the director of the Royal House of Maternity and Beneficencia, the director of the civil hospital, "Our Lady of Mercedes," and the acting inspector physician in charge of the property of the board.

The first-named of said functionaries will preside over the board and the last will act as secretary. Every member of the board will have voice and vote, and if in any matter submitted the votes are equally divided, it will be forwarded to me for final decision.

All the acts of the board will be inscribed in a book kept for that purpose, the leaves of which must be numbered. They must be properly indexed, and each must be signed by the secretary, with the approval of the president.

3. The board, as delegate of the governor, will exercise its administrative and executive duties in accordance with these regulations.

4. The board will take charge of the records and funds pertaining to the section of hygiene of this government, previously making a duplicate inventory and an exact balance, also duplicated, of its assets, as well as all outstanding obligations to date. These obligations will have preference, and will be paid by the board according to the entries.

5. The annual balance on hand, after all obligations of the board are paid, will be equally divided between the House of Maternity and Beneficencia, and the civil hospital, "Our Lady of Mercedes."

6. During the first fortnight of January the board will make a detailed report to the governor of the work performed during the preceding year. An account of moneys received and expended during the period will be included in the report, and a like account will be submitted on the 30th of June.

7. The board will submit as soon as possible for my approval any additions to the regulation in force which it may deem necessary.

8. The board will be held responsible for the proper regulation of prostitution, and will so perform its duties as to best accomplish this end. Its acts will at all times be subject to my approval.

9. The board is authorized to establish its offices in a convenient place for the object proposed in the present decree.

FRANCISCO CASSA.

HABANA, *March 1, 1892.*

NOTE.—Owing to the extent of this report it was deemed inadvisable to publish the regulations in extenso.

COMMITTEE ON COURSES IN PHARMACY.

Your committee appointed to draw up schedules of studies to be pursued by candidates for a license in pharmacy has the honor to recommend that evidence of having taken one of two courses be required of all candidates desiring admission to the board's examination. The first to be a two years' course in a recognized college of pharmacy, during which the following studies shall have been successfully passed:

First year:	Months.
Elements of physics	4
General chemistry	4
Latin	9
Analytical chemistry	5
Botany	5

Second year:	Months.
Organic chemistry and toxicology	4
Materia medica	5
Practice of pharmacy	9
Microscopy and pharmacology	4
History of pharmacy and English language	5

The second to be a three-year course of occupation and study in a pharmaceutical establishment of good standing, under the direction of a pharmacist preceptor. The following reading course to be taken in conjunction therewith:

First year: English language, elements of physics, botany.

Second year: English language, Latin, general chemistry, natural history.

Third year: English language, analytical chemistry and toxicology, history of pharmacy.

Respectfully submitted.

G. G. GROFF, *Chairman.*

NOVEMBER 16, 1899.

COMMITTEE ON DISINTERMENT OF BODIES.

Reports that a circular of August 8, 1863, found in the memorandum book of official orders Porto Rico, signed by General Concha, reads:

"No body may be disinterred before two years, or within that time be transferred from a cemetery to a church.

"After two to five years bodies may be so disinterred upon ecclesiastical authority, approved by the governor-general, based upon a certificate of two physicians, that no danger to public health could result.

"After five years the governor-general may authorize removal.

"In all cases of contagious diseases disinterment is prohibited.

"Physicians' fee for certificate and for superintending disinterment, 12 pesos, with traveling expenses."

The following has been the practice:

1. Cadavers that were previously embalmed may be exhumated at all times without medical examination or medical certificates.

2. After five years of interment the disinterment may be allowed without the medical certificates.

3. Exhumation is absolutely prohibited in less time than two years.

4. After two years' interment of the corpse the exhumation will be allowed, provided that a previous inspection is made, and the certificates of two physicians are given, in which will be stated that there would not be any danger to public health.

For the removal of the remains from one cemetery to another in the same province, or to a different province, or to a foreign country, it is necessary to have a permit from the ecclesiastical authorities, a license from the governor of the province, and in the last case a permit from Her Majesty.

It is absolutely prohibited to exhume and transfer a cadaver to any church, pantheon, vault, or cemetery situated inside of the city.

In view of the above laws and conditions, I think that as Mrs. Coy has proven by medical certificates that her husband died of a noncontagious disease and that more than five years have elapsed since his death, that the board of health, according to existing laws, has full and complete power to grant her request.

RICARDO HERNANDEZ.

DECEMBER 8, 1899.

COMMITTEE ON CRYPTS UNDER SAN FRANCISCO AND MADRES CARMELITAS CHURCHES.

We, the undersigned committee, appointed to inspect the burial places of San Francisco and Madres Carmelitas churches, have the honor to submit the following report:

Carmelitas.—There are two places for the burial of the dead in connection with this church—the vaults or crypts of the convent of the cloistered order ("Las Madres Carmelitas") adjoining the church and the crypt under the floor of the church itself.

The vault of the convent is situated below the ground floor of the convent, but is probably above the level of Luna street, which makes a sharp descent in front of the convent. The vault consists of a small inclosure (masonry) reached by a flight of stairs, open to the air, but provided with heavy doors for closure, and contains some six or eight niches built in the walls and one cemented box-like inclosure, having a high crescentic opening, unclosed, admitting partial inspection of the interior. The entire place is neat, clean, and without any odor. We were informed that the bodies

of all dying in the convent are buried here; the body properly coffined being first placed in one of the niches, which is then closed with brick, cement, or something similar, and there it remains for several years (ten to fifteen); the niche is then opened and the bones remaining are thrown into the cemented inclosure described above. There were so few bones in this inclosure that it occasioned comment. The sister superior informed us that they rapidly disintegrated in this climate. Under the system above described there is ample room here for bodies of such dead as are buried in this place.

The crypts beneath the church we were unable to inspect as the entrances were sealed. We learned, however, that there are two small rooms (vaults), each containing some sixteen or eighteen niches. These two rooms are not connected, but each has a separate entrance into the church. These entrances which we saw are two openings in the floor of the church fitted with stone slabs and closed with cement. Only bones are placed in these crypts, the dead being first buried in an outside cemetery and removed to this place after a variable number of years (ten to fifteen), properly prepared and under proper supervision, to be sealed in one of the niches. We were informed that the niches were not all filled.

San Francisco.—In this church we found one vault under the floor of the church, reached by a stairway, the entrance to which was covered by rather light wooden hatches. The vault contains some twenty niches. The burials here are made as in Carmelitas, the bodies being first interred in an outside cemetery, the bones only transferred here. This place, so the priest in charge informed us, has room for only three more bodies (bones), and when these places are filled he is opposed to any attempt to make room for more. The place is reserved for the Order of St. Francis, and only a few burials occur here. The entrance to the vault is very poorly closed, and this is a subject for complaint from the priest in charge, whose living quarters are directly above on the next floor. The place had a close, confined odor, but nothing more. It appeared clean and dry.

Conclusions and recommendations.—Under the methods employed and under proper supervision we can see no objection to the burial of the dead in these places as it is practiced, and the only recommendation we have to make is that the entrance to the vault in San Francisco Church should be fitted with some better means of closing it, as sealing it with a stone slab or using heavy metal doors of some kind.

R. HERNANDEZ.
C. H. LAVINDER.

FEBRUARY 16, 1900.

COMMITTEE TO REPORT ON SAN JUAN WATER SUPPLY.

We, the undersigned committee, appointed to investigate the water supply of San Juan, have the honor to submit the following report:

Our inspection was made mainly with the view of suggesting some method of improving the potableness of the water, and we concerned ourselves not so much with the methods of obtaining and distributing the water as with the characteristics of the water supplied and its source.

Waterworks.—The waterworks are situated about 1 mile to the south of Rio Piedras, and the water is drawn from the Rio Piedras River at this point. The stream here is dammed with masonry, and the water, first drawn into a measuring tank, passes at once into three large connecting tanks or reservoirs of masonry. The capacity of these combined tanks is about 9,000,000 gallons. They serve the purpose, generally speaking, of storage and settling tanks, the water being drawn from each in turn to the last, from which it is pumped to another large reservoir, the capacity of which is about 2,850,000 gallons. This is situated on an eminence, being several feet above the highest point in the city. From this reservoir the water is distributed through large iron pipes by gravity to the city of San Juan. The waterworks are new, well arranged, and efficient.

Source of the water and its physical characteristics.—The bed of the river at the waterworks is of mud, and the stream for 2 or 3 miles above this point passes through country more or less flat and fairly well settled (inhabited). We were informed, moreover, that the farmers in this neighborhood raise a number of cattle, most of which frequent the banks of the stream, thereby polluting it. The engineer who was in charge when the works were built, Mr. Gerra, also informed us that after a rain the water at this point usually remained muddy from three to five days. It was muddy each time we inspected the place. We were further informed that the

stream just above this point is frequently polluted by washerwomen to a small extent. The water at the dam is muddy a great part of the time.

Proposed site.—It has been proposed to draw water from the same stream, about 2½ miles nearer its source, to the east. The engineer considers it feasible and advisable and has prepared the plans and estimates. We visited the proposed site. It is probably 6 miles from the source of the stream, into which two branches flow before it reaches this place. The surrounding country is mountainous and very sparsely inhabited. The bed of the stream is of rock (gneiss). The engineer informed us that he had inspected this stream and its two branches to their source and had found the same characteristics prevailing everywhere along its course, from the proposed site to the sources of the streams, rocky beds, mountainous and sparsely settled country, with very few cattle. The character of the banks of the stream is such that it would be difficult for cattle to reach it in most places. The engineer heartily indorses the proposed change for the following reasons:

1. The watershed is almost uninhabited and the country not well fitted for cattle grazing, thus leaving the stream unpolluted by animal filth.

2. The bed of the stream is rocky and water does not get very muddy after rains, and clears rapidly.

3. The cost will not be very great, as the water can be drawn to the reservoirs at the works by gravity, and the only work necessary will be the building of a dam and the laying of the pipes. Total cost, including sand filters, estimated at \$25,000 gold.

Filtration.—The only other alternative for obtaining purer water is to continue drawing it from the present place and filtering it. This has been contemplated, and materials are ready for putting in a sand and gravel filter, the middle reservoir to be used for this purpose. The engineer, however, points out that it is not always feasible to filter large quantities of muddy water in this way, by reason of the fact that a moderate deposit of mud on the surface of the sand renders it almost impervious to water and necessitates constant and hence expensive cleaning and renewal of the filtering material. He further says that it is not the correct idea to attempt to filter muddy water in large quantities, but that clear water should be first obtained and that filtered, and he thinks that the proposed site will furnish a sufficient supply of clear water, which, he says, the present will not do.

Recommendations.—It is not well to forget that the Rio Piedras is quite a small stream, and although it will furnish, under existing arrangements of storage, etc., an ample supply of water for present purposes—about 100 liters to each inhabitant of San Juan, Santurce, and Rio Piedras daily—nevertheless, provision is not made for any decided increase in the number of inhabitants. At present, moreover, only about one-fourth of the houses of these places are supplied with water connections. The present franchise allows 1,250,000 gallons to be drawn daily from the river.

We have submitted specimens of the water taken from the present and proposed sites to the chemist of the board for analysis. He informed us, however, that he would need further specimens. While it is not possible to make positive statements without an analysis of the water, nevertheless it is believed that the present water leaves much to be desired as to its potableness, and that a remedy of some kind is at least advisable. From the statements of the engineer and our necessarily superficial inspection we believe that the proposed change in the site from which the water supply is drawn, with a method of sand and gravel filtration as suggested, would greatly improve the potableness of the water and obviate the present necessity of individual filtration. It is not to be forgotten, however, that while the watershed of the proposed site is at present uninhabited and desirable, it may not remain so. This could be insured, of course, only by purchasing and policing the shed itself. In view of the expenditure involved in the proposed change and the present scarcity of money, it might be wise to make some further investigations concerning the filtration of the present water.

Respectfully submitted.

R. HERNANDEZ, *Chairman*,
C. H. LAVINDER,
Committee.

NOTE.—All figures in the above report were given us by the engineer, Mr. Gerra, and we have made no attempt to verify them, as they are considered reliable.

THE COMMITTEE.

MEDICAL FEE BILL OF THE SUPERIOR BOARD OF HEALTH OF PORTO RICO.

Among the duties inherited by the superior board of health from the subdelegation of medicine and surgery was that of passing upon contests between physicians and patients or their estates regarding amount and payment of fees. The following

schedule was adopted by the board as a guide in its recommendation regarding any such cases submitted for its opinion:

Office practice.

Transient office call.....	\$1. 00
Ordinary office prescription.....	. 50
Office consultation, in which a careful examination is required	\$1. 00- 5. 00
Vaccination.....	1. 00
Written opinion regarding the health of a patient	5. 00
An opinion in which a question of law is involved.....	10. 00-25. 00
Gonorrhœa (in advance)	10. 00-25. 00
Syphilis (in advance).....	50. 00

General practice.

For first visit.....	\$1. 00-\$5. 00
For each subsequent visit	1. 00- 2. 00
For each subsequent visit on the same day	1. 00- 2. 00
For each additional person prescribed for in the same family .....	. 50
For visit between 10 p. m. and 7 a. m.....	2. 00- 5. 00
For each consultation.....	3. 00-10. 00
For each subsequent visit of consultant	2. 00- 4. 00

Extra charges.

For all medicines furnished or hypodermic injection.....	\$0. 50
Examination of urine	\$2. 00- 5. 00
Introducing catheter	1. 00
Cupping.....	1. 00- 3. 00
Leeching	1. 00- 3. 00
Vaginal examination or treatment.....	1. 00- 5. 00
Rectal examination or treatment	1. 00- 5. 00
Injections, rectal	1. 00- 2. 00
Bleeding.....	1. 00- 2. 00
Administering an anæsthetic	3. 00- 5. 00

Obstetrical practice.

For ordinary cases of labor	\$10. 00-\$25. 00
For application of forceps (extra)	5. 00- 15. 00
For the operation of turning (extra)	10. 00- 15. 00
For the operation of craniotomy (extra).....	25. 00
For all visits over three, regular charges will be made.	
An additional fee of \$1 will be charged for each hour a physician is detained over four.	

Surgery.

For reducing and setting fractures of the arm and leg.....	\$10. 00
For reducing and setting fractures of the thigh.....	\$15. 00- 25. 00
For reducing and setting compound or comminuted fractures an additional fee of \$10 to be added to the above.	
When fractures complicate joints, an extra fee of.....	5. 00
For reducing recent luxation of shoulder.....	10. 00
For reducing recent luxation of hip joint.....	25. 00
For reducing recent luxation of other joints, from.....	5. 00- 10. 00
For reducing old luxation, an extra fee of.....	10. 00
Amputation of arm and leg, with antiseptic dressing	30. 00- 50. 00
Amputation at shoulder or hip joint, with antiseptic dressing.....	75. 00-150. 00
Amputation of fingers and toes.....	5. 00- 15. 00
For resection of large bones or joints	75. 00-150. 00
For resection of small bones or joints.....	15. 00- 25. 00
For operation for fistula in ano.....	15. 00
For the operation for lacerated cervix.....	50. 00
For the operation for ruptured perineum.....	50. 00
For the operation for hemorrhoids	10. 00- 25. 00
For the operation for vesico-vaginal or recto-vaginal fistula.....	50. 00
For the operation for strangulated hernia	50. 00

For the operation for the removal of nævi	\$5. 00- \$25. 00
For the operation for cleft palate	50. 00
For the operation for harelip	25. 00
For the operation of tracheotomy	25. 00
For the operation of intubation	25. 00
For the operation for radical cure of hydrocele	25. 00
For the operation for phimosis and paraphimosis	5. 00- 25. 00
For the operation for stricture of urethra, radical cure	25. 00
For tenotomy	5. 00- 25. 00
For trepanning	50. 00-100. 00
For ligation of arteries	10. 00-100. 00
For removal of foreign bodies from the ear, nose, pharynx, or œsophagus	1. 00- 10. 00
For reduction of hernia by taxis	3. 00- 10. 00
For aspirating chest or abdomen	5. 00- 25. 00
For removing polypus from uterus or rectum	10. 00- 25. 00
For tapping a hydrocele	5. 00
For giving anæsthetics	3. 00- 5. 00
For post-mortem examination in case of legal investigation	50. 00-100. 00
For post-mortem at request of family	25. 00- 40. 00

When an anæsthetic is administered in any case of surgery, an additional fee of \$5 will be charged.

Subsequent visits to be charged at the same rate as ordinary visits.

In addition to the above surgical charges, mileage will be charged at the rate as for ordinary practice. Necessary assistance in surgical operations to be charged as a consultant.

REGULATIONS PROMULGATED.

The board early appreciated the necessity existing on the island for modern laws controlling sanitation. It at once proceeded to formulate a set of regulations covering thoroughly the scope of its work. Under the existing military government acts became operative only when issued as general orders or circulars from the department headquarters. Parts of the proposed completed regulations, which were compiled soon after the organization of the board, were submitted from time to time to the military governor, and after due consideration most of them became law by such issue. The following are copies of these general orders and circulars recommended by the superior board of health, and issued prior to May 1, 1900:

GENERAL ORDERS, } HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 142. } *San Juan, September 18, 1899.*

With the concurrence of the superior board of health, General Orders, No. 101, current series, these headquarters, relating to the sale of fresh beef, are amended so as to remove the restriction upon the slaughter of pregnant cattle for beef, when not more than six months pregnant, such cattle being otherwise in healthy condition.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, } HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 151. } *San Juan, September 27, 1899.*

The following orders are published for the information and guidance of all concerned:

PURITY AND WHOLESOMENESS OF FOODS, DRINKS, DRUGS, AND MEDICINES.

1. Foods and drinks, in the meaning of this order, are all articles used for food or drink by man, whether simple or compound. The term "drug" includes all medicines used by man, whether for internal or external use.

2. No adulterated articles of food or drink shall be made or sold in Porto Rico; articles ordinarily recognized as foods, which are really mixtures, may be sold if marked with the word "mixture" or "compound." No diseased, decomposed,

offensive, or unclean article shall be used in the manufacture of any food, drink, or medicine.

3. No person shall sell in Porto Rico any impure, diseased, decayed, or unwholesome provisions, or any adulterated bread, or any food substance mixed with a poisonous substance.

4. No person, whether owner, manager, keeper of, agent, bartender, or clerk, in any saloon, restaurant, boarding or eating house, in Porto Rico, shall offer for sale any food or drink containing anything poisonous or unwholesome.

5. No person owning, renting, or leasing any stall, room, or stand where milk, meats, vegetables, or groceries, are sold as food, shall fail to keep said room, stall, or stand, in a cleanly condition, nor shall such persons allow such milk, meats, vegetables, or groceries to become poisonous, or infected, or unfit for food by reason of uncleanly condition of such stall, room, or stand.

6. No person shall offer for sale in Porto Rico any unwholesome, watered, or adulterated milk, or milk produced from cows which are visibly diseased, or are kept upon and fed on garbage, swill, or other deleterious substances.

7. No person in Porto Rico shall sell any article of food or drug which is not of the nature, substance, and quality of the article demanded by any purchaser; and no person shall sell any compound food or drug which is not composed of ingredients in accordance with the demand of the purchaser.

8. No person in Porto Rico shall subtract from any article of food any part of it so as to affect injuriously its quality, substance, or nature; and no person shall sell any article so altered without making disclosure of the alteration.

9. All drugs sold must be of the standard quality and strength prescribed in the Spanish or United States pharmacopœias.

10. All compound, proprietary, patent, or secret remedies sold in Porto Rico, shall bear upon the bottle, box, or package, an exact formula stating the constituents of the medicine or remedy.

11. No pharmacist, not a legally qualified physician, shall prescribe remedies for the sick. Every bottle, box, or package containing any medicine or drug shall be labeled with the name of the same, and with the name of the physician who wrote the prescription. Pharmacists shall not sell arsenic, strychnine, or their compounds, or other drugs commonly known as deadly poisons, except upon the prescriptions of legally qualified physicians. Before such sale is made, the name of the drug and its quantity, the name of the physician prescribing, and also the name of the purchaser shall be entered in a book especially kept for the purpose. The purchaser shall sign his name in a book below the entry made by the druggist. Every bottle, box, or package containing a dangerous drug shall be distinctly labeled "poison," and the person shall be warned of the nature of the article.

12. Violation of the provision of this regulation shall, upon conviction, be punished with a fine of not less than \$10 nor more than \$200, or imprisonment for not less than five nor more than ninety days, at the discretion of the court.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, }
No. 17. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, January 31, 1900.

I. The district courts instituted by General Orders, No. 114, series of 1899, from these headquarters, shall have jurisdiction over cases arising under General Orders, No. 151, series of 1899, from these headquarters, subject to the provisions of General Orders, No. 88, series of 1899, from these headquarters.

II. All fines collected under the provisions of the aforesaid orders shall be turned over to the treasurer of the superior board of health, and shall be used to maintain a chemical laboratory for the analysis of food, drinks, drugs, medicines, and such other substances as may be thought to be injurious to the public health. Any unexpended balance shall, at the end of each fiscal year, be turned into the insular treasury.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, }
No. 87. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, April 25, 1900.

Upon the recommendation of the superior board of health, paragraphs 10, 11, and 12 of General Orders, No. 151, series of 1899, Headquarters Department of Porto Rico, are hereby revoked, and the following substituted therefor:

10. Paragraph 8, of article 11, of the Spanish tariff law in force immediately prior to the American occupation of Porto Rico prohibited the importation of "pharma-

ceutical preparations or secret remedies of unknown composition, or the formulas of which have not been published" (Aranceles de Aduanas. Disposición Undecima, art. 8). With a view to carrying out the provisions of this former law, it is hereby ordered that on and after July 1, 1900, all proprietary, patent, or secret remedies sold in Porto Rico shall bear upon the bottle, box, or package, a number which shall correspond with the number on a duly attested formula, stating the constituents of the medicine or remedy, which formula must be deposited in the archives of the superior board of health of Porto Rico. A fee of \$25 will be paid to the superior board of health of Porto Rico for the registration of each formula deposited under the provisions of this paragraph; which money, after deducting the necessary expenses of registration, will be turned into the treasury and applied toward the support of the laboratory of the superior board of health.

11. No pharmacist, not a legally qualified physician, shall prescribe for the sick. Every bottle, box, or package containing any medicine or drug, must, when dispensed, be labeled with the name of the same, or if dispensed on prescription, with the number of the prescription and the name of the physician who wrote it, as well as that of the pharmacist who compounded it. Pharmacists will file all prescriptions dispensed by them, and must not sell arsenic, strychnine, or their compounds, or other drugs, commonly known as deadly poisons, except upon the prescriptions of legally qualified physicians. Before such sale is made the name of the drug and its quality, the name of the physician prescribing it, and also the name of the purchaser, shall be entered in a book especially kept for the purpose. The purchaser shall sign his name in the book below the entry made by the druggist. Every bottle, box, or package containing a dangerous drug shall be distinctly labeled "poison," and the purchaser shall also be warned of the nature of the article.

12. Violations of any of the provisions of this order, or of any remaining provisions of General Orders, No. 151, series of 1899, these headquarters, shall, upon conviction, be punished by a fine of not less than \$10 nor more than \$200, or by imprisonment for not less than five nor more than ninety days, or by both such fine and imprisonment, at the discretion of the court. The district courts instituted by General Orders, No. 114, series of 1899, these headquarters, shall have jurisdiction in cases arising under this order, subject to the provisions of General Orders, No. 88, series of 1899, these headquarters.

By command of Brigadier-General Davis:

WM. E. ALMY,
Acting Adjutant-General.

GENERAL ORDERS, }
No. 48.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, March 7, 1900.

General Orders, No. 17, current series, from these headquarters, is revoked, and the following substituted therefor:

I. The district and municipal courts instituted by General Orders, No. 118, series of 1899, from these headquarters, shall have concurrent jurisdiction over cases arising under General Orders, No. 151, series of 1899, from these headquarters, subject to the provisions of General Orders, No. 88, series of 1899, from these headquarters. The United States provisional court shall exercise jurisdiction over all cases arising under General Orders, No. 151, series of 1899, from these headquarters, where the accused party is exempt from the jurisdiction of the insular courts.

II. Subject to the approval of the military governor, the superior board of health is authorized to employ assistants, agents, and inspectors for the proper enforcement of General Orders, No. 151, series of 1899, from these headquarters.

The said assistants, agents, and inspectors shall have full access, ingress, and egress to and from all places of business, factories, farms, buildings, carriages, cars, vessels, and packages used in the manufacture, sale, or transportation of, or containing, food or drug substances. They shall also have power and authority to demand and to receive, after tendering compensation, samples for analysis of all foods and drugs which may be manufactured, sold, or exposed for sale in Porto Rico.

III. All fines collected under the provisions of the aforesaid orders by the United States provisional or insular district courts shall be turned over to the treasurer of the island, and shall be used under the direction of the superior board of health, the one-half, or so much as may be necessary, to maintain a chemical laboratory for the analysis of foods, drinks, drugs, medicines, and such other substances as may be thought to be injurious to the public health, the other half to be kept as a fund for the enforcement of this act, in payment to inspectors, assistants, agents, experts, counsel, or informers, said payments to be made upon vouchers signed by the president

and secretary of the superior board of health. All such fines collected by the municipal courts shall be turned into the municipal treasury for the benefit of the municipality.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, }
No. 153. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, September 30, 1899.

In view of the fact that the powers and duties formerly possessed by the subdelegations of medicine and surgery and of pharmacy of Porto Rico have been transferred to the superior board of health, and that the safety of the public may be endangered by incompetent physicians and surgeons, pharmacists, dentists, midwives, and practicas pursuing their avocations, the following orders are issued:

I. That in place of the subdelegations of medicine and surgery, pharmacy, etc., of Porto Rico, an examining committee shall be appointed by the superior board of health, to consist of three graduates in medicine and surgery, of not less than ten years' standing, and of recognized ability in their professions, two graduates in pharmacy, and one graduate in dentistry, possessing the same professional standing. This committee shall be divided into subcommittees for the work of examination.

II. The superior board of health of Porto Rico will make and adopt for the examining committee all necessary rules and regulations and by-laws not inconsistent with existing laws and regulations or with the Constitution of the United States.

III. The said examining committee shall meet and organize in the city of San Juan within one month after the appointment of its members is made. The superior board of health shall provide a place for the meetings of the examining committee. All the records and papers of all kinds, formerly belonging to the subdelegation of medicine and surgery and to the subdelegation in pharmacy, shall be deposited with the superior board of health.

IV. All fees received by the committee shall be turned in to the treasurer of the superior board of health. After the payment of legitimate expenses, the balance shall be divided among the members of the committee in such manner that each member shall receive his proportionate share of the fees received from all the persons he actually examines. The recorder will receive a proportionate share of all the fees received.

V. At the first meeting the members shall draw lots for the terms of service. The two persons whose names are first drawn shall serve one year; the two whose names are next drawn shall serve two years, and the two whose names are last drawn shall serve three years. The superior board of health shall, on January 1 of each year, appoint two members, who shall serve three years. A president and a recorder shall be appointed by the superior board of health on the same date.

EXAMINATIONS.

VI. The examining committee shall hold examinations for those whose desire to practice medicine and surgery, pharmacy, and dentistry in Porto Rico; also for practicas, midwives, and professional nurses at such times as the superior board may direct.

VII. All applications under the classes named, desiring licenses to practice their professions or occupations in Porto Rico, shall first present their diplomas or certificates to the secretary of the superior board of health, together with a certificate signed by two responsible persons, as to the good moral character of the applicant. If an examination of these papers proves satisfactory, the secretary will issue a permit to the applicant to appear before the examining committee for examination.

VIII. The questions used shall first be submitted to the superior board of health, and after being approved, the same questions shall be used with all individuals of one class applying at one time for examination. All examinations shall be in writing and subject to such rules and regulations as the superior board of health shall, from time to time, prescribe.

IX. After each examination the examining committee shall, without unnecessary delay, act upon the same. An official report of such action, signed by the chairman, recorder, and each member present, stating the subject of the examination, average of each candidate in each branch, the general average, and the result of each examination, whether successful or unsuccessful, shall be forwarded to the superior board of health. Said report shall embrace all the examination papers and questions and answers thereto. All such examination papers shall be kept for reference or inspection for a period of not less than five years.

X. On receiving from the examining committee an official report of the result of any examination of any applicant for license, the superior board of health, if it approve the report, shall forthwith issue to each successful applicant, adjudged by the examining committee qualified to practice medicine and surgery, or the other branches named in this order, a license to practice same in Porto Rico, signed by the members of the examining committee who actually examined the applicant, and by the officers of the superior board of health, and attested by its seal.

Before any license shall be issued by the superior board of health, it shall be recorded in a book to be kept in its office, and the number of the book and the page therein containing such recorded copy shall be noted on the face of said license. Said records shall be open to public inspection, under proper restrictions as to their safe-keeping, and in all legal proceedings shall have the same weight as evidence that is given to the conveyance of land.

XI. In case any applicant should fail in his examination before the examining board, he may reappear, on approval of the superior board of health, at any subsequent examination after six months and within two years, without payment of any additional fee.

XII. Applicants who possess diplomas from reputable medical or dental colleges, and who have been licensed by State boards, after an examination, may, upon the payment of the fee of \$25, be licensed by the superior board of health without examination if the superior board of health so decides.

XIII. The fees established by the superior board of health for examinations are as follows:

- (a) For examination of physicians and surgeons, dentists, and pharmacists, \$25.
- (b) For practicanes, \$15.
- (c) For professional nurses, \$10.
- (d) For midwives, \$5.

These fees shall not be returned in case of failure in examination.

For the issue and registration of a license by the superior board of health the fee shall be, for a physician and surgeon, dentist, or pharmacist, \$5, and for all others, \$1. The money received from such fees, as well as those mentioned in Paragraph XII, shall, after deducting the necessary expenses, be turned into the insular treasury.

XIV. No person shall practice medicine and surgery, or the other branches enumerated in this regulation, in Porto Rico, until the provisions of this regulation are complied with, except such persons as have secured the right under the Spanish Government. These will receive the license of the superior board of health upon the payment of the fee for the issue and registration of the same. Medical officers, serving in the Army and Navy of the United States, or in the United States Marine-Hospital Service, are exempt from the requirements of this paragraph.

XV. For the purpose of advertising the first examinations and for necessary stationery, an appropriation of \$100 is made.

By command of Brigadier-General Davis:

C. H. HEYL,

Major, Inspector-General, U. S. A., Acting Adjutant-General.

GENERAL ORDERS, }
No. 191.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, November 27, 1899.

I. Paragraphs XII and XIV, General Orders, No. 153, current series, these headquarters, are revoked, and the following substituted therefor:

"XII. Applicants who possess diplomas from reputable medical or dental colleges or schools of pharmacy, and who have been licensed by State boards, may, upon the payment of the fee of \$25, be licensed by the superior board of health without examination, if the superior board of health so decides."

"XIV. No person shall practice medicine and surgery or the other branches enumerated in this order, in Porto Rico, until the provisions of this order are complied with, except such persons as had secured the right by license or toleration under the Spanish Government in Porto Rico, or had been duly authorized to practice by the military government of the United States previous to July 1, 1899. These must procure a license from the superior board of health, which they will receive upon the payment of the fee of \$5, for the issue and registration of the same: *Provided*, That this order does not prohibit practice in consultation only, by distinguished members of the medical profession who may be temporarily sojourning in Porto Rico, or who may be called from abroad for this specific purpose.

"Medical officers serving in the Army or Navy of the United States, or in the United States Marine-Hospital Service, are exempt from the requirements of this paragraph."

II. Paragraph I, of the Spanish translation of General Orders, No. 170, current series, these headquarters, is hereby amended to read with the words *Disenteria epidemica* omitted, in order that the same may conform to the English text.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

GENERAL ORDERS, }
No. 163.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
SAN JUAN, *October 14, 1899.*

* * * * *

III. Any person guilty of violation of any of the provisions of General Orders, No. 153, current series, from these headquarters September 30, 1899, shall upon conviction thereof be punished by a fine of not less than \$10 or more than \$200, United States currency, or imprisonment for not less than ten or more than ninety days, or by both such fine and imprisonment at the discretion of the court.

The district courts instituted by General Orders, No. 114, current series, from these headquarters, shall have jurisdiction in cases arising under this order, subject to the provisions of General Orders, No. 88, current series, from these headquarters.

* * * * *

By command of Brigadier-General Davis.

C. H. HEYL,

Lieutenant-Colonel, Inspector-General, U. S. V., Acting Adjutant-General.

GENERAL ORDERS, }
No. 170.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
SAN JUAN, *October 24, 1899.*

The following is published for the information and guidance of all concerned:

INTERIOR QUARANTINE.

Certain diseases are so readily communicated from person to person, or pass through whole communities in some way yet unknown to the medical profession, that physicians and educated laymen alike agree that restrictive measures are necessary to prevent the spread of these diseases, and the consequent loss of life and the demoralization of business which almost always follow the advent of epidemic diseases. With these facts in mind, the superior board of health advises the promulgation of the following measures for interior quarantine:

CONTAGIOUS AND INFECTIOUS DISEASES.

1. The following diseases are considered quarantinable, and for the protection of the public health are placed under control of boards of health, viz: Cholera, smallpox, diphtheria, scarlet fever, typhus fever, yellow fever, epidemic cerebro-spinal fever, leprosy, glanders, and oriental or bubonic plague.

PHYSICIANS TO MAKE CERTAIN REPORTS.

2. It shall be the duty of every practicing physician in Porto Rico to report immediately to the board of health or other authority, and to the superior board of health, by telegraph or in the most expeditious way, every case of yellow fever, smallpox, or other quarantinable disease which comes within his knowledge.

3. Local boards of health, municipal health officers, or other proper authorities in the island of Porto Rico must immediately notify the superior board of health by telegraph or by letter of the existence of any of the above-named quarantinable diseases in their respective localities.

4. Whenever a physician shall report a suspicious case of disease, it shall be the duty of the board of health, city physician, or other proper authority, to take such suitable precautions as shall be judged best for the safety of the inhabitants, by isolating it at the home of the patient or by removing the patient to a hospital, or other suitable place, until further instructions are received from the superior board of health.

5. All persons practicing medicine and surgery, or, in their absence, any head of a family in Porto Rico, who shall visit or be visited by any person suffering from any

one of the quarantinable diseases mentioned in paragraph 1 of this order, shall at once report it in writing to the board of health or the health officer in their district, signing the report with their own name, and stating the age, sex, color, occupation, and residence of the patient.

GENERAL REGULATIONS.

6. Upon receipt by a board of health, or by a health officer, or by other proper authority of the report of the existence of a case of quarantinable disease, there shall within twenty-four hours after its verification be caused to be placed upon the house, room, or premises, where the disease exists, a yellow placard, on which shall be printed in large letters the name of the disease, and this placard shall be removed only by authority of the health officer: *Provided, however,* That in lieu of a placard a guard or guards may be placed upon the house by the board of health.

7. The head of the family shall be liable to fine or imprisonment should any such placard upon his or her house be unlawfully removed, defaced, covered up, taken down, or destroyed with his or her consent.

8. Bodies of persons dead of quarantinable diseases should be at once, without washing, wrapped in a sheet saturated with a strong solution of mercuric chloride, 1 to 500, and placed in a coffin, in which it shall be buried within twelve hours after death.

9. The interment of a body dead of a quarantinable disease must be strictly private, and may be attended only by the immediate relatives and the necessary coffin bearers. The body must not be taken into any church, chapel, public hall, or public building for the holding of funeral services. No head of a family, no undertaker who officiates, and no sexton, janitor, or person in charge of the church, chapel, or public building, shall violate any of these provisions.

10. All draperies should be removed from the hearse used to convey the body of a person dead of a quarantinable disease, and it and the carriages employed to convey the mourners to the cemetery shall immediately thereafter be thoroughly disinfected by the undertaker, as required by the health officer.

11. After the termination of a case of quarantinable disease, the premises where such disease existed shall be thoroughly disinfected, as the health officer shall direct, and the bedding, clothing, and other infected articles destroyed or disinfected, as he shall require. (See paragraphs 48 and 49 of this order.)

12. The children or persons belonging to or residing with a family in which a quarantinable disease exists shall not be permitted to attend any public, private, parochial, Sunday, or other school, and all school principals, superintendents, or other persons in charge of such schools, are required to exclude such children or persons therefrom until such time as the health officer or other authorized person shall give the exposed children or other persons a certificate that they are free to enter school.

13. In all cities of over 10,000 population it shall be the duty of the health officer to furnish daily, by mail or otherwise, to the superior board of health, a written or printed notice containing the names and residence of all children suffering from any quarantinable disease mentioned in paragraph 1 of this order.

14. It is expressly forbidden that any person suffering from any of the quarantinable diseases mentioned in paragraph 1 of this order shall willingly expose himself or herself in any street or public place or in any public conveyance; neither shall any person in charge of one so suffering thus expose the sufferer.

15. No person suffering from any of the quarantinable diseases enumerated in paragraph 1 of this order shall enter or hire any public vehicle, car, steamboat, or other means of public conveyance, without first notifying the owner or person in charge of said conveyance of his disease. Immediately after the sick person leaves the conveyance it shall be disinfected, as the health officer shall direct.

16. No person suffering from a quarantinable disease shall knowingly be permitted to pass from one town or district to another, and no common carrier shall accept such person as a passenger except on an order of the superior board of health.

17. No person shall give, lend, sell, transmit by mail, express, or otherwise, any bedding, rags, clothing, or any other articles which have been exposed to infection through the quarantinable diseases mentioned in paragraph 1 of this order.

18. No person shall knowingly let any room, house, or part of a house, in which there has been a person suffering from any of the quarantinable diseases mentioned in paragraph 1 of this order without having such room, house, or part of a house, and all articles therein liable to infection, previously disinfected, as directed by the health officer.

19. Upon the death of a person from tuberculosis, the attending physician should immediately report the fact to the local health authorities, who shall cause the

apartments and contents occupied and used by the deceased to be disinfected, objectionable articles destroyed, and the walls and floors scraped and painted or white-washed.

VACCINATION COMPULSORY.

20. All infants must be vaccinated before reaching the age of 6 months, and all inmates of public institutions at time of admission. All employers of labor are required to see that all their employees are properly vaccinated.

21. No person, teacher, or scholar who has not had smallpox shall become a member of any school until vaccinated, and until he or she shall show to the principal of the school a certificate of successful vaccination. Principals of schools are required to demand certificates of vaccination from their pupils.

22. The school directors or other persons in charge of schools are required to demand certificates of vaccination of all teachers who have not had smallpox before granting them appointments to teach.

YELLOW FEVER.

23. Yellow fever is an infectious but controllable disease. Its germs probably pass from the body of those infected in all of the excretions.

24. When the excretions become dry on clothing or on floors, etc., they form dust, which enters the air and thence the human body. It is probable that, in the main, the disease is spread in this manner, but it may possibly also be disseminated by particles entering food and drink.

25. The control of the disease in any single case rests in confining the germs to the clothing of the patient, or at the least by not letting them escape from the sick room.

26. When yellow fever is threatened, boards of health should secure vacant houses in especially isolated localities. These should be thoroughly cleaned and white-washed.

27. In case such houses can not be found, temporary hospitals or tents may be erected.

28. Nurses who are immune from this disease should be secured for the emergency.

29. It should be seen that there is a liberal supply of bichloride of mercury in the city or town; also of lime for whitewashing.

30. Where sanitary rules and regulations are best observed yellow fever does not reside, and if introduced, seldom remains long.

31. The period of incubation is five days. All persons who have been exposed should be held under the strictest quarantine for this period. Laundresses who have washed for suspects have been exposed to possible infection.

32. Patients may be safely moved for the first two days of their sickness. They should be carried on a comfortable litter, and not allowed to sit up or to exert themselves in the least. A clean nightshirt should always be placed on the patient before moving him. All his bedding and night clothes should be left in his room to be disinfected or burned.

33. Houses from which the sick have been removed should be disinfected by burning sulphur in them for twelve hours, or formaldehyde may be used as a disinfectant. The house and the surroundings should also be thoroughly cleaned. (See paragraphs 48 and 49 of this order.)

34. Nurses must not wear woolen clothing of any kind. They should change their clothing whenever it becomes in the least soiled, and always twice a day, when nursing yellow-fever cases, and the discarded clothing must be placed in bichloride solution.

35. Whenever nurses handle the patient or his excreta, they should at once wash their hands in a disinfecting solution.

MANAGEMENT OF A CASE OF YELLOW FEVER IN THE PATIENT'S OWN HOUSE.

36. A sanitary inspector, who is immune and who can be absolutely relied upon, should be placed in the house, and he should prevent anyone from entering or leaving it. A card with "Yellow Fever" printed in large letters, should be placed upon the house. But one member of the family should be allowed to act as nurse. Other members of the family should not visit the sick room or leave the premises. In cases of crowded houses inmates should be removed to the country and held in quarantine in an isolated place for ten days.

37. Select the most suitable room in the house, from which remove all unnecessary furniture, rugs, and ornaments. Change the patient's shirt, carry him into the room, and place him in a clean bed.

38. In this room the fight must be made and won. Success depends upon destroying the germs, which, emanating from the patient's excretions, lodge in the clothing, bedding, bedpans, etc., and infect the air of the room and the whole house. These germs are destroyed by placing all clothing, bedding, and excreta from the patient in tubs or vessels containing strong disinfectants.

MANAGEMENT OF PATIENT'S CLOTHING IN CASES OF YELLOW FEVER.

39. Have in the sick room a large tub one-third full of solution of mercuric chloride and hydrochloric acid, 1 to 1,000, made by adding 1 dram each of the bichloride and hydrochloric acid to 1 gallon of water. The bedclothing, the patient's clothing, the rugs, towels, handkerchiefs, etc., used for cleaning and sponging, must be placed at once in the tub of disinfectant solution upon being removed from the patient. These should remain in the solution at least five hours, when they may be wrung out and washed. The tub should be emptied into the privy, and, after being washed inside and out with bichloride solution, should again be placed in the sick room and filled with disinfectant solution. If a quilt or mattress is soiled, it should be thoroughly washed, where soiled, with bichloride solution. Very much soiled articles should be burned. If clothing is changed twice a day and carefully placed in the disinfectant solution, the germs will be destroyed and will not get into the room to spread the disease. If clothing is soiled with feces, urine, or vomit, it should be changed at once and placed in the tub of disinfectant.

DISPOSITION OF THE EXCRETA AND WASTE IN CASES OF YELLOW FEVER.

40. Have ready a gallon of a solution of acid mercuric chloride, 1 to 500, made by placing 2 drams each of mercuric chloride and hydrochloric acid in a gallon of water. Mix the urine at once, when passed, with an equal amount of this solution. Treat the feces in the same manner and let the mixture stand at least five hours before throwing it into the privy. If the feces are solid, break them up and let them stand in the vessel for seven hours, then throw the contents into the privy. Wash the chamber vessel inside and out with the disinfectant solution every time it is emptied.

41. In place of handkerchiefs use rags, which burn at once after using. Treat all vomited matter and all discharges from the nose and mouth the same as urine or feces, by disinfecting in the bichloride solution.

42. Should any feces, urine, vomit, or sputum get upon the floor, furniture, or walls, wash it off with a rag saturated with the bichloride solution and place the rag in the disinfectant solution.

43. The water used to sponge the patient and to rinse out his mouth, as well as the moppings and washings of floors and furniture, should all be placed in the bichloride solution for five hours before being thrown out. The room must never be swept, but mopped up with a mop wet with a solution of bichloride, 1 to 1,000.

44. Glasses, spoons, plates, etc., used about the patient and in the room must be boiled each time after such use. The nurses' clothing must be placed in the bichloride solution at once on being changed.

45. The nurses must keep their hands absolutely clean.

THE DISINFECTION OF A PATIENT AFTER RECOVERY FROM YELLOW FEVER.

46. When a patient has recovered wash him all over with a tepid solution of mercuric chloride, 1 to 1,000, and follow this with a wash of tepid water, under direction of attending physician. Place on him clean, disinfected clothes. Disinfect all the bedding, clothing, etc. Burn all toys, books, etc., used by the patient.

DISPOSAL OF THE CORPSE.

47. See paragraphs 8 and 9 of this order.

DISINFECTION OF THE ROOM IN WHICH A PATIENT HAS BEEN SICK WITH YELLOW FEVER.

48. The openings of the room should all be closed, drawers and closets should all be opened, and sulphur should be burned in the room at the rate of not less than 6 pounds for each 1,000 cubic feet of space. The sulphur is ignited by adding a little alcohol or kerosene. The room should be closed for twenty-four hours and then thrown open. After thorough ventilation for twenty-four hours, the walls, floors,

ceilings, and furniture should be well sprinkled with a solution of mercuric chloride, 1 to 1,000, and afterwards washed down with warm water.

49. If the walls are papered the paper should be torn off and burned; if the walls are plastered they should be given a coat of whitewash.

CASES OF YELLOW FEVER AMONG THE POOR.

50. The most difficult cases are those occurring among the poor. Boards of health which guard the public welfare must provide nurses, houses, or tents for the patients and also for the families (which must be isolated), clothing for patients and suspects, physicians, food—in a word, all the appliances necessary to fight and conquer the disease and maintain the lives of the infected people. All this must be done at the public expense, because thereby the public is protected. A strict compliance with these suggestions should prevent the spread of yellow fever.

PREVENTION OF BLINDNESS.

51. Thirty per cent or more of existing blindness has been shown to be due to infection of the eyes at or shortly after birth. This infection being readily amenable to treatment, it is ordered that whenever in any city, district, or place in this island any nurse, midwife, or other person, not a legally qualified practitioner of medicine, shall notice any inflammation of the eyes or redness of the lids in a newborn child under his or her care, it shall be the duty of such person to report the same to some legally qualified practitioner of medicine within twelve hours of the time the disease is first noticed.

52. It shall be the duty of every legally qualified practitioner of medicine to treat all cases of "ophthalmia neonatorum" by the Credé method, which is as follows:

53. Gently open the lids and wash out the eyes with pure lukewarm water, which has been boiled, using a clean soft piece of old linen or muslin or a pledget of absorbent cotton, but do not use a sponge.

54. Then immediately drop in each eye one or two drops of a 1 per cent solution of nitrate of silver and continue its use so long as it may be necessary.

55. Half an hour after each application of the silver solution wash the eyes with warm salt and water, (a teaspoonful of table salt to a pint of boiled water) or with a solution of boric acid (10 grains to 2 tablespoonfuls of boiled water), and continue this last application every hour or two until the eyes are well, gradually lengthening the time.

56. This disease is very contagious, even to grown persons; therefore burn or boil all cloths that have touched the eyes, avoid kissing the child, wash the hands after bathing the child's eyes, and allow no one else to use the same basin in which the child is bathed.

PENALTY.

57. Any person guilty of violation of any of the provisions of this order shall, upon conviction thereof, be punished by a fine of not less than \$10 nor more than \$200, United States currency, or imprisonment for not less than ten nor more than ninety days, or by both such fine and imprisonment, at the discretion of the court.

58. The district courts instituted by General Orders, No. 114, current series, from these headquarters, shall have jurisdiction in cases arising under this order, subject to the provisions of General Orders, No. 88, current series, from these headquarters.

By command of Brigadier-General Davis:

C. H. HEYL,
Lieutenant-Colonel, Inspector-General, U. S. V.,
Acting Adjutant-General.

GENERAL ORDERS, }
No. 181. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, November 18, 1899.

Paragraph XI, General Orders, No. 102, current series, from these headquarters is amended to read as follows:

To require all health officers, health boards, alcaldes, and municipal judges throughout the island to forward to the superior board of health copies of all their sanitary and vital statistics reports and publications and such other sanitary information as it may request. To require municipal judges, or other proper officers, to report to

the superior board of health monthly the names of all foreigners dying in their municipalities, together with the age, nativity, occupation, cause and place of death, and place of interment, so far as these can be ascertained.

To require reports and information concerning such matters or particulars, in respect to which, it may, in its opinion, need information for the proper discharge of its duties, from all public dispensaries, hospitals, asylums, infirmaries, prisons, penitentiaries, schools, and from the managers, principals, and officers thereof, and from all other public institutions, their officers and managers, and from the proprietors, managers, lessees, and occupants of all places of public resort throughout the island.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, }
No. 221.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, December 19, 1899.

Upon the recommendation of the superior board of health, the following order is published for the information of all concerned:

I. Glanders, anthrax, hydrophobia, and tuberculosis are diseases of domestic animals dangerous to human beings.

II. Any animals believed to be suffering from hydrophobia must be killed at once and burned or buried deeply in the earth. Owners of "mad" dogs must not tie them up, but must kill them at once.

III. Any domestic animal suffering from glanders, anthrax, or tuberculosis is declared to be a nuisance, dangerous to public health, and should be killed and buried or burned in order that the disease may not spread to other animals, or to human beings.

IV. Whenever an animal is reported to an alcalde or board of health to be suffering from a dangerous disease, it shall be the duty of the alcalde or board of health to notify the municipal physician to inspect the animal and report the disease from which it suffers.

V. In case the animal has glanders, anthrax, or tuberculosis, the alcalde shall appoint a jury of three intelligent and upright citizens of the barrio in which the owner lives, who shall proceed to view the animal and to appraise it, the actual value of the animal at that time being stated, and not the value before it was taken with the disease. The value placed upon the animal shall be set down and the paper signed by all the appraisers and then given to the alcalde.

VI. Immediately after the appraisement the owner shall kill the animal and burn or bury it deep in the earth.

VII. The alcalde shall give to the owner a voucher or bill for two-thirds of the appraised value of the animal. This voucher shall be paid by the municipal treasurer from any unappropriated moneys in his hands.

VIII. The alcalde shall at once forward to the superior board of health in San Juan the number of animals killed, the name of the diseases from which they suffered, and the appraised value of the same.

IX. In case the municipal physician is unable to diagnose the diseases from which animals suffer, the superior board of health may send an expert inspector who shall examine the cases and report to said board. Such inspectors shall be paid from the appropriation of the superior board of health made for this purpose.

X. In case any inspector shall report to the superior board of health the existence of any of the above-named diseases in any portion of Porto Rico, the secretary of said board shall notify the alcalde in whose jurisdiction the animals are to appraise and have the same killed, which the alcalde shall at once proceed to do.

PENALTY.

XI. Any persons guilty of the violation of any of the provisions of this order shall, upon conviction thereof, be punished by a fine of not less than \$10 nor more than \$200, United States currency, or imprisonment for not less than ten nor more than ninety days, or by both such fine and imprisonment, at the discretion of the court.

The district courts instituted by General Orders, No. 114, current series, from these headquarters shall have jurisdiction in cases arising under this order, subject to the provisions of General Orders, No. 88, current series, from these headquarters.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

CIRCULAR }
No. 44. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, December 14, 1899.

The superior board of health of Porto Rico has submitted the following rules governing vaccination, which are approved, and will be obeyed to enable the requirements of paragraphs 20, 21, and 22, of General Orders, No. 170, current series, from these headquarters to be carried out:

1. A certificate of vaccination will be given without charge by the municipal physician to all persons successfully vaccinated by him or his assistants.

2. Vaccinators will report monthly to the municipal judge and to the secretary of the superior board of health, on blanks supplied by that board, the names of all persons successfully vaccinated.

3. It shall be the duty of each alcalde to appoint one or more public vaccinators, and to announce to all the people of his municipality, by hand bills and by advertisement in the papers, the places and dates where the vaccinations will be performed.

4. The superior board of health will furnish virus free to all municipal physicians, who are required to vaccinate, free of expense, all persons who apply to them at the appointed places, on the dates set by that board. The board will also furnish blank certificates and all other necessary blanks.

PENALTY.

5. Any person guilty of the violation of any of the provisions of this circular shall, upon conviction thereof, be punished by a fine of not less than \$10 nor more than \$200, United States currency, or imprisonment for not less than ten nor more than ninety days, or by both such fine and imprisonment, at the discretion of the court.

6. The district courts instituted by General Orders, No. 114, current series, from these headquarters shall have jurisdiction in cases arising under this order, subject to the provisions of General Orders No. 88, current series, from these headquarters.

7. The superior board of health will supply free virus to all municipal physicians on the following dates:

- (1) Adjuntas, January 1 to 15 and August 1 to 15, 1900.
- (2) Aibonito, January 1 to 15 and August 1 to 15, 1900.
- (3) Aguada, January 1 to 15 and August 1 to 15, 1900.
- (4) Aguadilla, January 1 to 15 and August 1 to 15, 1900.
- (5) Aguas Buenas, January 1 to 15 and August 1 to 15, 1900.
- (6) Añasco, January 1 to 15 and August 1 to 15, 1900.
- (7) Arecibo, January 16 to 31 and August 16 to August 31, 1900.
- (8) Arroyo, January 16 to 31 and August 16 to 31, 1900.
- (9) Barranquitas, January 16 to 31 and August 16 to 31, 1900.
- (10) Barros, January 16 to 31 and August 16 to 31, 1900.
- (11) Barceloneta, January 16 to 31 and August 16 to 31, 1900.
- (12) Bayamón, January 16 to 31 and August 16 to 31, 1900.
- (13) Carolina, February 1 to 14 and September 1 to 15, 1900.
- (14) Caguas, February 1 to 14 and September 1 to 15, 1900.
- (15) Ciales, February 1 to 14 and September 1 to 15, 1900.
- (16) Camuy, February 1 to 14 and September 1 to 15, 1900.
- (17) Corozal, February 1 to 14 and September 1 to 15, 1900.
- (18) Cabo Rojo, February 1 to 14 and September 1 to 15, 1900.
- (19) Coamo, February 1 to 14 and September 1 to 15, 1900.
- (20) Cayey, February 15 to March 1 and September 16 to 30, 1900.
- (21) Cidra, February 15 to March 1 and September 16 to 30, 1900.
- (22) Comerío, February 15 to March 1 and September 16 to 30, 1900.
- (23) Culebra, February 15 to March 1 and September 16 to 30, 1900.
- (24) Dorado, February 15 to March 1 and September 16 to 30, 1900.
- (25) Fajardo, February 15 to March 1 and September 16 to 30, 1900.
- (26) Guayama, March 1 to 15 and October 1 to 15, 1900.
- (27) Guayanilla, March 1 to 15 and October 1 to 15, 1900.
- (28) Gurabo, March 1 to 15 and October 1 to 15, 1900.
- (29) Hatillo, March 1 to 15 and October 1 to 15, 1900.
- (30) Hato-grande, March 1 to 15 and October 1 to 15, 1900.
- (31) Humacao, March 1 to 15 and October 1 to 15, 1900.
- (32) Isabela, March 16 to 31 and October 16 to 31, 1900.
- (33) Juana Diaz, March 16 to 31 and October 16 to 31, 1900.
- (34) Juncos, March 16 to 31 and October 16 to 31, 1900.
- (35) Lares, March 16 to 31 and October 16 to 31, 1900.
- (36) Las Marias, March 16 to 31 and October 16 to 31, 1900.
- (37) Lajas, March 16 to 31 and October 16 to 31, 1900.

- (38) Manatí, April 1 to 15 and November 1 to 15, 1900.
- (39) Morovis, April 1 to 15 and November 1 to 15, 1900.
- (40) Mayagüez, April 1 to 15 and November 1 to 15, 1900.
- (41) Maricao, April 1 to 15 and November 1 to 15, 1900.
- (42) Maunabo, April 1 to 15 and November 1 to 15, 1900.
- (43) Moca, April 1 to 15 and November 1 to 15, 1900.
- (44) Naguabo, April 16 to 30 and November 16 to 30, 1900.
- (45) Naranjito, April 16 to 30 and November 16 to 30, 1900.
- (46) Patillas, April 16 to 30 and November 16 to 30, 1900.
- (47) Peñuelas, April 16 to 30 and November 16 to 30, 1900.
- (48) Piedras, April 16 to 30 and November 16 to 30, 1900.
- (49) Ponce, April 16 to 30 and November 16 to 30, 1900.
- (50) Quebradillas, May 1 to 15 and November 16 to 30, 1900.
- (51) Rio Grande, May 1 to 15 and November 16 to 30, 1900.
- (52) Rio Piedras, May 1 to 15 and December 1 to 15, 1900.
- (53) Rincón, May 1 to 15 and December 1 to 15, 1900.
- (54) San Sebastián, May 1 to 15 and December 1 to 15, 1900.
- (55) Sabana Grande, May 1 to 15 and December 1 to 15, 1900.
- (56) San German, May 16 to 30 and December 1 to 15, 1900.
- (57) Salinas, May 16 to 30 and December 1 to 15, 1900.
- (58) San Juan, May 16 to 30 and December 1 to 15, 1900.
- (59) Santa Isabel, May 16 to 30 and December 1 to 15, 1900.
- (60) Toa Alta, May 16 to 30 and December 16 to 31, 1900.
- (61) Toa Baja, May 16 to 30 and December 16 to 31, 1900.
- (62) Utuado, June 1 to 15 and December 16 to 31, 1900.
- (63) Vega Alta, June 1 to 15 and December 16 to 31, 1900.
- (64) Vega Baja, June 1 to 15 and December 16 to 31, 1900.
- (65) Vieques, June 1 to 15 and December 16 to 31, 1900.
- (66) Yabucoa, June 1 to 15 and December 16 to 31, 1900.
- (67) Yauco, June 1 to 15 and December 16 to 31, 1900.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

GENERAL ORDERS, }
No. 28.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, February 7, 1900.

Upon the recommendation of the superior board of health, the following order is published for the information of all concerned:

I. The superior board of health will, from time to time, publish in the Official Gazette and by circulars the names of all physicians and surgeons, dentists, pharmacists, practicantes, midwives, and nurses who have secured licenses to practice their respective professions or callings in Porto Rico, according to the provisions of General Orders, No. 153 and 191, series 1899, these headquarters.

II. It is hereby made the duty of all alcaldes in Porto Rico to notify each and every person whose name does not appear in the aforesaid lists, and who shall attempt to practice medicine and surgery, pharmacy, dentistry, minor surgery, midwifery, or professional nursing in their respective municipalities, to at once desist from same until the provisions of the above-named orders have been complied with.

III. In case such persons so notified make further attempt to practice their professions or callings without the required license, the alcalde will immediately file information with the fiscal of the district court within whose jurisdiction the offense was committed, who will cause the offenders to be arrested, and take the necessary steps to bring them to trial.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

GENERAL ORDERS, }
No. 66.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, March 29, 1900.

Upon the recommendation of the superior board of health, the following order is published for the information of all concerned:

I. A board of health shall be established in each municipality, to be constituted as follows: The alcalde, a municipal physician, the president of the school board, and the president of the board of charities, all of whom must be residents of the municipality in which they are to serve. Where there are more than one municipal physician the other members shall elect one of these to be a member of the board.

II. The alcalde shall be president, the municipal physician shall be health officer of the board, and the board shall elect a secretary from its other members.

III. The board shall hold one regular meeting each month, and special meetings shall be held at any time upon the call of the president or by request of any two members. At special meetings only the business designated in the call shall be transacted. Three members shall constitute a quorum for the transaction of business.

IV. An estimate shall be placed in the municipal budget each year sufficient to cover the expenses of the board of health.

V. The municipal judge shall on or before the 5th day of each month furnish the board of health with a report of the vital statistics of the municipality for the month immediately preceding.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, }
No. 67. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, March 29, 1900.

Upon the recommendation of the judicial board and the superior board of health, the following is published for the information of all concerned:

I. It shall be the duty of each municipality in Porto Rico to provide in its annual budget for the payment of municipal physicians and practicanes for medical attendance upon the poor, and for medicines for the same class. Money appropriated for medical attendance and for medicines shall be used for no other purpose.

II. Each municipality shall have at least one municipal physician. If the population exceeds 10,000 there shall be not less than two municipal physicians, and for every 6,000 or major fraction thereof above this number there shall be an additional municipal physician.

III. When there are more than one municipal physician the territory shall be divided between them as equally as possible, taking into consideration both population and accessibility of territory. Each municipal physician must reside in that part of the municipality which he serves.

IV. Remote and inaccessible barrios must be provided with resident physicians or practicanes. Whenever a barrio is not so provided it shall petition the municipal council, and if without result, then the superior board of health, stating in the petition the population of the barrio, the time required for the nearest physician to reach the central and remote portions of the barrio, and the number of poor who can not pay for medical aid. The board will, if it deems necessary, appoint a physician or practicante, who will be paid from the municipal treasury.

V. Municipal physicians and practicanes will serve under the direction of the alcaldes or comisarios, and must attend all calls made by the sick poor in their respective districts.

VI. Hereafter it shall not be lawful for any municipality, hospital, asylum, school, or other institution in Porto Rico to employ any physician, practicante, dentist, pharmacist, or professional nurse unless said persons are licentiates of the superior board of health of Porto Rico.

VII. Hereafter physicians, practicanes, dentists, pharmacists, and professional nurses shall be appointed to all institutions supported in whole or in part by insular or municipal funds only after competitive examinations. These examinations will be open only to persons who are licentiates of the superior board of health of Porto Rico.

VIII. Hereafter any physician, practicante, dentist, pharmacist, or professional nurse employed in the public service, who has served for a period of five years to the entire satisfaction of the municipality or the authorities of a hospital, asylum, school, or other institution employing such persons, shall not be removed from his office except for immorality or inefficiency.

IX. In cases of immorality or inefficiency charges and specifications will be prepared and the case investigated before a committee of the council, in case he is a municipal employee; or, if he is an employee of the insular government, he will be tried before a committee of the board governing the institution in which he is serving. Appeal in either case may be made to the superior board of health, whose decision will be final.

X. The persons charged with the fulfillment of this order who should fail to comply with the same after having been reminded by the proper authority of said compliance shall be considered guilty of the offense of disobedience and shall be punished in conformity with article 261 of the penal code.

XI. The district courts created by General Orders, No. 140, series of 1899, these headquarters, shall be competent to try the offenses which may be committed in this respect, with the exceptions to be made in accordance with General Orders, No. 88, series of 1899, these headquarters.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, }
No. 69.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, April 2, 1900.

Upon the recommendation of the judicial board and the superior board of health, the following is published for the information and guidance of all concerned:

I. All cemeteries and all extensions of existing cemeteries hereafter constructed from public funds shall be civil in character.

II. On or before June 30, 1900, each municipality will provide within its limits at least one civil cemetery, which shall be available for the burial of all who die in the municipality. Graves or lots in such cemeteries may be sold for the interment of the remains of individuals or families, but a sufficient area must be set apart for the free and proper burial of the remains of the poor and friendless. All interments in, or disturbance of the soil of, any cemetery now in use, after the above-mentioned date, are hereby prohibited.

Provided, however, That the alcalde of any municipality may submit evidence to show, as respects any cemetery in his municipal district, that there is a space in a designated cemetery available for burials, and that interments may be made in such space without disturbing the remains of human beings previously buried therein. This proof will be forwarded to the military governor, and if, after investigation by the superior board of health, the facts as claimed shall be established, then a special exception will be made by the military governor in the case of the cemetery in question. Applications for special exceptions must be made without delay.

III. It is hereby made the duty of every alcalde to see that the cemeteries within his jurisdiction are maintained in a decent condition; that human bodies are promptly entombed, as required by law and regulations, and that human remains, when exhumed or removed from vaults, are not left exposed to view but are buried or otherwise promptly disposed of, as directed by the superior board of health, which board is authorized to prohibit further interments in any cemetery, if in its judgment the healthfulness of the municipality would thereby be threatened.

IV. Nothing in this order is intended to prevent use for the entombment of the remains of a member of a family in a family vault now existing, or the use of properly constructed and sealed masonry niches, providing that, in the opinion of the superior board of health, such use is not detrimental to the public health.

V. Any municipality may lay out, purchase, hold, and own graveyards or cemeteries within the municipal limits, and will have and exercise police jurisdiction over the same. It may survey, plat, map, fence, ornament, and otherwise improve all public burial and cemetery grounds, and may sell or convey cemetery lots and enact and enforce rules and ordinances for the use, protection, and control of said grounds.

VI. Any church, religious or fraternal organization, or any five or more persons, may associate themselves together to form a cemetery corporation for the purpose of establishing and owning a cemetery, and the burial or cremation of dead bodies. Such organization shall have such powers and privileges, and shall be subject to such duties, liabilities, and restrictions, as the laws of Porto Rico may provide respecting such corporate bodies.

VII. Before any new cemetery is located, or an old one enlarged, a map of the same shall be filed with the superior board of health, and no such location or enlargement shall be entered upon until approval is given by the board.

VIII. No private cemetery shall be established in any municipality except with the approval of a majority of the whole number of the municipal council, as respects the location of said cemeteries.

IX. No cemeteries shall be established within the built-up portions of any city, town, or village, or where any stream of water or spring may thereby be contaminated.

X. For each cemetery a book shall be kept, in which shall be entered the name, sex, color, late residence, occupation, cause of death, and (if a minor) name of parents, of all persons whose remains are buried in the cemetery. On the first day of each month an exact copy of the last monthly additions to this record shall be transmitted to the municipal judge of the district in which the cemetery is located.

*XI. Whenever a cemetery is an obstruction to the development of any city or town, it may be declared a nuisance by the superior board of health, and must then be closed and discontinued as a burial place.

XII. It shall not be lawful to open any street, lane, alley, railroad, tramway, trail, or public road through any burial ground or cemetery in Porto Rico.

XIII. All organized cemetery companies may appoint watchmen who, together with superintendents, gardeners, and agents, employed within the cemetery grounds, upon taking an oath of office similar to that required of policemen, shall exercise all the powers of police officers within the cemetery and within 100 meters space outside the boundary of said grounds, in the arrest of persons who are known to have violated the laws for the protection of cemeteries.

XIV. Lots may be sold in any cemetery for burial purposes, or for construction of vaults or tombs, which shall be at the full disposal of the owners, for burial purposes, according to the regulations of each cemetery, so long as the cemetery exists as such. Such lots can be disposed of as other property, but may not be seized for debt; and the cemetery company shall, at all times, grant to the rightful owner free admission to any burial lots, and free privilege to ornament and improve the same in accordance with the by-laws of the cemetery company or the municipality.

XV. In every cemetery there must be provided a suitable building where bodies can be deposited during inclement weather, awaiting burial.

XVI. It is forbidden to mutilate, disinter, or remove from the place of sepulture the remains of any human being without authority of law, or to willfully and maliciously destroy, mutilate, deface, injure, or remove any tomb, monument, gravestone, or other edifice placed in any cemetery or graveyard appropriated to and used for the interment of human bodies in Porto Rico, or to willfully and maliciously injure, destroy, or remove any fence, wall, or other work of protection or ornament, plant, tree, or shrub growing in such cemetery or graveyard.

Any person guilty of the violation of this paragraph shall, upon conviction thereof, be punished by a fine of not less than \$50 nor more than \$500 United States currency, or imprisonment for not less than sixty days nor more than two years, or by both such fine and imprisonment, as the court may direct.

XVII. The district courts, instituted by General Orders, No. 114, current series, from these headquarters, shall have jurisdiction in cases arising under this order, subject to the provisions of General Orders, No. 88, current series, these headquarters.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, }
No. 78. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, April 10, 1900.

Upon the recommendation of the superior board of health, the following is published for the information of all concerned:

I. Each municipality shall have at least one competent inspector of cattle and meat, who shall be appointed by the municipal council, after competitive examination, and paid from municipal funds.

II. The municipal inspector of cattle and meat shall inspect every animal offered for human food in the district he serves, and after the animal is accepted and slaughtered he will inspect its flesh and viscera.

III. When sick animals or those suffering from sores or wounds are offered for slaughter for human consumption, the inspector will forbid the slaughter.

IV. Meat which has not been inspected, approved, and duly tagged by the authorized inspector, will not be sold for human food.

V. The flesh of animals suffering from tuberculosis, fever, actinomycosis, glanders, cancer, hydrophobia, eruptive skin diseases, measles and cholera (in hogs), and of those which have died natural deaths, is especially unfit for human food and must be condemned.

VI. No animal over six months pregnant shall be slaughtered for food, and the number of cows shall not exceed one-fourth of the total number of cattle butchered.

VII. Meat will not be condemned unless it is evidently unfit for human food, or is known to be from an animal which was sick at the time of butchering. Condemned meat must be at once destroyed.

VIII. Penalty: Any person guilty of the violation of any of the provisions of this order shall, upon conviction thereof, be punished by a fine of not less than \$10 nor more than \$200 United States currency, or imprisonment for not less than ten nor more than ninety days, or by both such fine and imprisonment, at the discretion of the court.

IX. The district courts instituted by General Orders, No. 114, current series, from these headquarters, shall have jurisdiction in cases arising under this order, subject to the provisions of General Orders, No. 88, series of 1899, from these headquarters.

By command of Brigadier-General Davis:

WM. E. ALMY,
Acting Adjutant-General.

GENERAL ORDERS, }
No. 80.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, April 12, 1900.

On the recommendation of the superior board of health, the following is published for the information of all concerned:

NUISANCES.

I. Any object or condition which is prejudicial to public health is designated as a "nuisance." Dead animals in streets or yards, slaughterhouse offal or other decomposing matter, an infected house, overflowing and leaky privies and water-closets, manure-pits, filthy or insecure tenement houses; filthy markets, groceries, dairies, cellars, yards, alleys, or streets; defective drains, filthy stables, foul wells used by the public, open sewers in which the water stands, ponds or pools of stagnant water, are illustrations of nuisances. Soap making, bone boiling, and some other industries may be designated offensive and subject to police control, but they are not necessarily prejudicial to public health.

II. The emptying of material removed from privy vaults and cesspools into, or their connection with, the common sewer is a nuisance, is prejudicial to public health, and is prohibited.

III. The dumping of night soil into any river, stream, lake, or pond in Porto Rico is a nuisance, and is hereby prohibited.

IV. Any person maintaining upon his property a nuisance, must promptly remove or abate the same when notified to do so by the health officer, alcalde, or other proper official.

V. Reports of nuisances should be made in writing, signed by at least three persons, to the alcalde, health officer, or other member of the local or superior board of health. The names of the signers of said report must not be given to the public, except it be so required by a court of justice in due process of law.

VI. It is the duty of the health officer, or in case this officer does not exist, then it is the duty of the alcalde or other proper authority, to receive the reports of nuisances and make efforts to abate them, as the law or the rules and regulations of the local or superior board of health may direct.

VII. Whenever a complaint is made in writing to a board of health, a health officer, or alcalde, of the existence of a nuisance, the matter shall forthwith be investigated by the health officer, alcalde, or other proper authority, and in case he finds that the alleged nuisance is detrimental to the public health, or the cause of any special disease or mortality, he shall notify the owner, agent, or lessee of said premises, or party presumably responsible for said nuisance, in writing, of such finding, and the board, or the alcalde in case no board exists, shall thereupon order and direct the abatement of the same forthwith. In the event of the failure of said owner, agent, or lessee of said property, or said responsible party, to abate the nuisance, then the said officer or board may proceed to abate the same, and may employ all the force necessary to do so, and shall proceed by warrant to arrest and prosecute the party failing to obey said order of abatement. All the expenses attending the abatement of a nuisance shall be charged and shall be a first lien against the property where the nuisance exists.

WATER-CLOSETS, PRIVIES, SINKS, AND CESSPOOLS.

VIII. All privy vaults or cesspools that are full, or when the contents thereof shall be within 2 feet of the surface of the ground, or shall leak into the cisterns, wells, cellars, or basements adjacent thereto, are hereby declared nuisances, prejudicial to health, and the owners, agents, or lessees of the premises to which said privies are appurtenant shall, upon notice, have the contents of said well entirely removed by a licensed cleaner of privies, who shall use such apparatus as is adopted by the superior board of health, and under rules and regulations established by same board.

IX. Hereafter privy vaults must be constructed as follows: Each building situated on an unsewered street must have a vault not less than 4 feet in diameter and 10 feet deep in the clear, lined and floored with a wall of hard brick 9 inches in thickness, laid in cement mortar, and proved to be water-tight.

X. Hereafter privy vaults shall not be situated within 2 feet of the party lines or within 20 feet of a building, when practicable, and before any privy vault shall be constructed application shall be made and a permit issued by the local board of health, or when there is no such board operative, then by the alcalde. The owner of houses must furnish each one with a privy, when water-closets can not be installed.

XI. Hereafter privies must at all times be kept clean and free from bad odors, and the contents protected from flies.

XII. No privies shall exist in any room used as a bakery, public kitchen, milk depot, grocery, market house, or other public place or public room where food is prepared or sold, neither shall any privy open into nor be ventilated into such rooms.

SEWERING.

XIII. Before a new system of sewerage is introduced into any city or town in Porto Rico, a plan of this system, with drawings and specifications, must be submitted to the superior board of health at San Juan. After an examination of the plan, if the board approves, it will so report to the governor, with a recommendation that a permit to construct same be issued. Any change to a new system of sewerage, by which the effluent is discharged into a new stream or other body of water, can only be undertaken after the plan has been approved by the superior board of health at San Juan, as above.

XIV. No excavations or digging of soil, drainage of lowlands, grading of streets, opening of public sewers or drains in seacoast cities or towns shall be permitted between the 1st of April and the 15th of November without the approval of the superior board of health; provided, that this is not intended to interfere with the ordinary cultivation of land in farming, the burial of the dead, the digging of wells, when necessary (and there is no water system), the digging of post holes, or the ordinary excavations necessary for building purposes, or necessary repairs to existing systems.

FILLING GROUND WITH OR REMOVAL OF FILTH.

XV. Filling, leveling, or raising the surface of any ground or a lot within any incorporated city or incorporated town or village in Porto Rico with animal or vegetable substances filth gathered in cleaning yards or streets, waste material from mills or factories, or the removal of the surface of any ground or lot within the said cities, towns, or villages filled with such offensive matter or substance, in such a manner as to cause noisome or noxious gases to arise, are hereby declared nuisances, injurious to health.

STREET CLEANING.

XVI. The streets in the cities or towns of Porto Rico must be kept clean. Dirty streets are not only unhealthful, but are very unsightly, and give any city a bad reputation in the eyes of strangers. It is forbidden to throw filth, garbage, dead animals, or solid or liquid waste of any kind into the streets. These must be placed in boxes or other receptacles, which will be emptied by the public scavengers. These receptacles must be kept clean by those who use them. Each owner or agent of property will be held responsible for any violation of these requirements in front of his property, extending so far as the middle of the street.

XVII. Each city council or, under their direction, the local board of health, will make proper regulations for sweeping and cleaning the streets at least three times a week and for the removal of all such sweepings. Sweepings and garbage shall not be deposited in vacant lots or along streams, but at such points as the health officer or local health board shall direct.

XVIII. No dumping ground or refuse of any description shall be maintained in or close to any city, town, or settlement in this island; and it is hereby made the duty of every alcalde to promptly abate such a nuisance, and to prevent the accumulation of refuse and garbage in such quantities as will threaten the health and lives of the people. The garbage should be burned, as far as possible, and this can be done if it is spread out to dry on days when the sun shines.

XIX. Any person guilty of violation of any of the provisions of this order shall, upon conviction thereof, be punished by a fine of not less than \$5 nor more than \$200, United States currency, or imprisonment for not less than five nor more than ninety days, or by both such fine and imprisonment, at the discretion of the court.

XX. The district courts instituted by General Orders, No. 114, series of 1899, from these headquarters, shall have jurisdiction in cases arising under this order, subject to the provisions of General Orders, No. 88, series of 1899, from these headquarters.

By command of Brigadier-General Davis:

WM. E. ALMY,
Acting Adjutant-General.

CIRCULAR, }
No. 16. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, April 9, 1900.

Upon the recommendation of the superior board of health the following rules and regulations are published for the information of all concerned:

RULES AND REGULATIONS RESPECTING BURIALS, DISINTERMENTS, AND TRANSPORTATION OF HUMAN BODIES.

I. A human body shall not be buried in any cemetery until the properly signed death certificate, written or printed in ink, is received by the sexton or custodian of the cemetery. Such certificates will be signed and given by the municipal judge or his representative, in conformity with the law of civil registry now in force.

II. The body of every adult must be buried at least 4 feet below the surface of the earth, and bodies of children under 7 years of age must be buried at least 3 feet below the surface.

III. Where vaults or crypts are used, the masonry must be at least 1 foot thick, and the door must be securely sealed after each interment.

IV. In cases of quarantinable diseases, viz, cholera, smallpox, diphtheria, scarlet fever, typhus fever, yellow fever, epidemic cerebro-spinal fever, leprosy, glanders, and oriental or bubonic plague, the coffin must be buried with the body. Those dead of these diseases must be buried in a separate portion of the cemetery, or in vaults or lots owned by the deceased, his family, or friends.

V. Bodies buried in graves shall not be disinterred until five years have elapsed since death.

VI. Human remains shall not be removed from the original place of interment except between January 1 and April 1 of each year. If the removal is to another cemetery, a permit must be obtained from the superior board of health.

VII. All disinterments or transfers must be made during daylight, and superintendents of burial grounds are prohibited from allowing any dead body to be removed from or interred in their grounds between sunset and sunrise. All disinterred remains must be carefully boxed before they are taken from any cemetery; provided, that nothing in this order will be permitted to interfere with the mandate of a court in furtherance of the administration of justice.

VIII. The remains of deceased persons shall not be transferred from or landed at ports of the island without permission from the superior board of health and a certificate from the port sanitary inspector, after an inspection of the casket by the officer named.

IX. Human remains will not be entombed in any church or other building within the walls of San Juan or other city in Porto Rico without the consent of the superior board of health; nor will such remains be transferred from one municipality to another for burial without consent of both alcaldes.

X. It is strictly forbidden to transport outside of any municipality the bodies of persons who shall have died from smallpox, Asiatic cholera, typhus fever, diphtheria, yellow fever, or other quarantinable disease, except by special permission from the superior board of health.

XI. The body of any person who has died of a quarantinable disease shall not be transported, save in a hermetically sealed, metal-lined coffin, after inspection by an agent of or under authority of the superior board of health.

XII. Every dead body in transit must be accompanied by the physician's certificate of death, and a certificate from the shipping undertaker that the body has been properly prepared for transportation according to the foregoing rules.

XIII. Hearses and other conveyances, after use for those dying of contagious diseases, must be thoroughly disinfected, to the satisfaction of the representative of the board of health.

XIV. Any person guilty of the violation of any of the foregoing regulations shall, upon conviction thereof, be punished by a fine of not less than \$10 nor more than \$500, United States currency, or imprisonment for not less than ten days nor more than two years, or by both such fine and imprisonment, as the court may direct.

XV. The district courts instituted by General Orders, No. 114, series of 1899, these headquarters, shall have jurisdiction in cases arising under these regulations, subject to the provisions of General Orders, No. 88, series of 1899, these headquarters.

By command of Brigadier-General Davis:

WM. E. ALMY,
Acting Adjutant-General.

REGULATIONS PROPOSED BUT NOT PROMULGATED.

The following regulations also adopted by the board were submitted to the military governor with the recommendation that they be promulgated in general orders. They were not so published:

LICENSES AND PERMITS.

Certain dangerous and offensive operations, and some others involving the public health, are commonly regulated by "licenses" and "permits." The former are for a definite period of time, commonly one year, while the latter are for a single operation.

The persons who clean privies in all cities over 10,000 population shall annually receive licenses from the superior board of health at San Juan. They must be provided with modern apparatus and conform to all rules and regulations of the superior board upon pain of fine and revocation of licenses. In towns containing a population of less than 10,000 persons, privy cleaners should be licensed by the local board of health. In cities of first class the cost of the license shall be \$25, and in those of second class \$10.

The superior board of health of San Juan shall have power to require licenses to be taken out annually by all persons who may engage in occupations which are especially dangerous to human life or are very offensive, as the manufacture of gunpowder, or of nitroglycerin, or soap making and bone boiling. The said board may also formulate the rules and regulations under which dangerous and offensive operations must be carried on.

Permits shall be issued by the superior board of health for the erection or alteration of waterworks, sewerage plants, school buildings, hospitals, dispensaries, asylums, theaters, and all other public buildings.

Local boards of health shall issue permits for building, altering, or cleaning of privies and cesspools, for the burial and removal of dead bodies, for the establishment of milk depots, bakeries, stables, tanneries, soap factories, bone-boiling establishments, and such other institutions as said local boards of health may deem necessary to keep under observation and control.

PUBLIC WATER SUPPLIES.

Every city and town in Porto Rico should have an abundant supply of pure and wholesome water. It has been well said that "Pure water is the first sanitary requisite."

The best supplies are those from springs and running streams along which but few people live. The best waters have no odor, no taste, no color, and are soft. Typhoid fever, cholera, dysentery, and possibly malaria, are very often propagated by drinking water, and whenever these diseases exist boards of health should carefully examine the condition of the water supply for possible sources of contamination.

The health officer, alcalde, or his assistants, should make monthly inspections of the springs or streams, which are sources of municipal water supply, and warn all persons who are defiling the water to desist from same under penalty of the law. No privies, sewers, slaughterhouses, tanneries, mills, factories, stables, or other like foci

of contamination should be permitted to discharge their contents into any stream used for domestic supplies, and if any such contamination is discovered it should be ordered discontinued at once.

The selection of new water supply or the enlargement of an old plant can only be made after the local authorities shall have obtained the consent of the superior board of health at San Juan. Applications for such authority should be made to the secretary of the superior board of health at San Juan, P. R.

It is prohibited to throw into any stream in Porto Rico any waste from tanneries or other manufacturing establishment, whereby the water is discolored, made offensive or poisonous and unfit for the use of men and domestic animals. The throwing of all acids and chemical salts into streams is prohibited.

Municipalities should place hydrants on the streets, where they will be readily accessible to the poor, as an abundance of good water is conducive to good health. Bathing facilities should be furnished to the poor where it is possible.

PUBLIC INSTITUTIONS.

All school buildings, both public and private, asylums, hospitals, jails, court rooms, barracks, theaters, and other public buildings in which the people congregate, are subject to sanitary rules and regulations, and should be inspected by boards of health at frequent intervals.

All plans for new public buildings or alterations in old buildings must be submitted to the superior board of health at San Juan.

All public buildings are required at all times to be well lighted, well ventilated, scrupulously clean, free from vermin, and with floors which can be readily cleaned. There must be ready means of escape in case of fire.

Privies and water-closets must be kept clean and free from bad odors. All the drains must be kept free and in good order. All sewer and waste pipes must be securely trapped and properly ventilated.

Baths must be provided for asylums, boarding schools, barracks, jails, and hospitals, so that all the inmates can bathe at least once a week. Their underclothing must be washed at least once a week. Medical officers or other authorities must be held responsible for the sanitary condition of inmates in public institutions.

The food must be good and wholesome and of sufficient quantity and variety. Frequent inspections must be made of the food and of the kitchen where it is prepared, to see that both are clean and wholesome. No privy can be permitted in any kitchen of a public institution. The gardens, yards, and all the surroundings must be kept free from filth and litter.

SCHOOL HYGIENE.

Schoolhouses should be located where there is a free circulation of air and sufficient light. The rooms should be sufficiently large, well lighted, well ventilated, and there should be a supply of good drinking water convenient.

Pupils should not be required to sit facing the light, and blackboards should not be placed between windows. Windows should not be obstructed with curtains, flowers, or other objects. Desks should be

adapted to size of children. The privy should be kept clean and in good condition. Drains must be kept open.

Plans for new schoolhouses or for alterations in old ones must be submitted to the superior board of health at San Juan and a permit obtained before the work is begun.

TENEMENT HOUSES.

Houses which are occupied in common by three or more families are designated by this term. The owner is held responsible for their good sanitary condition.

Privies must be kept free from bad odors and, if full, must be emptied by a licensed cleaner, a permit having been first obtained from the local board of health by the owner. Drains must be kept clean and in good order. Plumbing must be done by a licensed plumber and under the regulations of the superior board of health. There should be a good water supply, and in case water can be obtained from a public service connection therewith must be made and running water furnished each floor. Tenements should not be unduly crowded. No room should be occupied by more than two adults and one child, and each occupant should have not less than 35 square feet of floor space and 350 cubic feet of air space.

A license must be obtained from the superior board of health at San Juan for the erection of new tenements or the alteration of old ones.

Whenever a building or part thereof is overcrowded, or is not provided with adequate means of ingress and egress, or is not sufficiently supported, ventilated, sewerred, drained, cleaned, or lighted, it is declared to be a nuisance, prejudicial to the public health, and every person having aided in creating or contributing to the same, or who may support, continue, or retain any of them, shall be deemed guilty of a violation of this regulation and shall be liable to a penalty of not more than \$100 or imprisonment for sixty days.

All apartments in tenement houses must be cleaned and disinfected before any new tenant is admitted to any apartment or apartments.

BOARDING AND LODGING HOUSES.

HOTELS.

The means of light, ventilation, and egress must be satisfactory to the local board of health.

There shall be allowed no less than 350 cubic feet of space to each lodger in sleeping rooms.

Water-closets will be provided on each floor, at least 1 to every 15 lodgers.

HOUSE TO HOUSE INSPECTION.

A house to house inspection of all cities and towns shall be made when deemed necessary and directed by the superior board of health. A record shall be made on suitable blank forms provided for the purpose, setting forth the number of inmates in the house, of each sex and color, whether any sickness exists in the house at the date of inspection or has existed in the past six months, nature of the sickness, sanitary condition of the house, water-closets, cesspools, sinks, or privy vaults.

SLAUGHTERHOUSES.

All slaughterhouses located within or close to any city in Porto Rico shall have the floors of asphalt or some other impervious material, properly sloped to a well-trapped and permanently graded inlet having a direct communication with a sewer or other open outlet.

The walls shall be covered to the height of 7 feet with some impervious material.

The yards connected with the slaughterhouse should be graded, paved, and sloped, so that they may be flushed with water and kept perfectly clean. There should be an abundant water supply, with hose so arranged that the walls, floors, and yards may be effectively washed.

The floors of the apartments in which the animals are kept previous to slaughtering should likewise be paved or covered with asphalt or cement.

The house should be capable of complete ventilation by openings in the roof and elsewhere. No blood pit, offal pit, or privy well shall be permitted within any slaughterhouse.

All slaughterhouses in or near cities not provided as above should be considered by health boards as nuisances.

The owners, agents, or occupants of all slaughterhouses within or near the cities of Porto Rico are required to provide movable receptacles, with tightly fitting covers, for the purpose of receiving and conveying away blood, offal, filth, and other offensive matter, and these matters are to be deposited in the receptacles immediately after the slaughtering and removed with all the fat, hides, tripe, and bones daily.

No blood or any offal shall be permitted to flow into any sewer. Anyone violating these regulations should be prosecuted for maintaining a public nuisance.

It is recommended that the dealers in meat in each city unite in establishing a refrigerating plant where their products may remain indefinitely without loss until sold.

Those who kill animals for their flesh are strictly enjoined not to kill for human food any animal suffering from any external disease, as cancer or abscesses, nor any animal sick with fever from disease or wounds, and should any animal be killed and its internal organs found to be diseased the meat shall not be offered for sale unless special permit is received from the health officer.

The flesh of animals which have died from natural causes shall not be prepared for human consumption or offered for sale. The flesh of pregnant animals not suffering from any disease is declared to be wholesome for human beings.

TRADES AND WORKSHOPS.

Owners of slaughterhouses, tanneries, soap-making and bone-boiling establishments, barbers, cigarmakers, and all others who from the peculiar nature of their trades or business are liable to spread disease, should be very careful to keep their places of business clean, wholesome, and above all suspicion as disease breeders. Butchers, barbers, cigarmakers, bakers, proprietors of laundries, and tailors should not employ persons suffering from contagious diseases. Clothing should not be sent to houses to be made where it is known that diphtheria,

scarlet fever, smallpox, yellow fever, cholera, leprosy, or any other dangerous contagious or infectious disease exists.

Workshops should be well lighted, well ventilated, dry, and each one must have a privy accessible and in good condition, but this should not be inside the shop.

SEWERAGE.

Upon the recommendations of the superior board of health owners of buildings abutting on streets provided with public sewers in any city in Porto Rico having waterworks are hereby required to furnish their buildings with water-closets of pattern approved by the superior board of health and to connect said water-closets and also all kitchen sinks with said sewers on or before December 31, 1900. Said connection to be made in accordance with regulations prescribed by the superior board of health.

First. On and after the 31st day of December of the year 1900 no urinal or water-closet or sink or bathroom in any building situated as aforesaid shall be unconnected with such sewer, and in case of failure to comply therewith the owner of such building or, in his absence from the island, the agent of such owner having control of such building shall be deemed guilty of a misdemeanor and shall, by order of the alcalde of the city wherein the building is located, be fined not less than \$75 and not more than \$200, and in case such fine is not paid within ten days from the date on which the order is issued the tenant shall be ordered and authorized to withhold from him the house rent and to pay said rent into the treasury of the superior board of health and continue to do so until the amount of the fine has been fully paid.

Second. In case any building situated as aforesaid be not provided with the sewer connection and with the water closet or closets required by paragraphs 1 and 3 of this order ten days after the full payment of the fine mentioned in the above paragraph, the board of health is hereby vested with the right to enter such premises, and shall proceed at once to employ competent and necessary plumbers and other workmen, and shall purchase the necessary material, and shall cause such water closet or closets to be placed in such building in such locality as the board of health shall determine, and such connections to be made with the most convenient sewer, at the owner's expense. The secretary of said board of health shall keep a separate account of the cost and expense properly chargeable to each building. Upon the completion of such work said account shall be presented to the owner of such building, if he is on the island, and if absent from the island, then to his agent having control of the building, with a demand for payment within three days.

Third. In case the account referred to in preceding paragraph shall remain unpaid at the expiration of such period of three days it shall be the duty of the secretary of the board of health to at once transmit to the alcalde of the city a certified copy of such account, verified by the oath of the engineers of said board, and the same when so verified shall be taken and deemed to be prima facie evidence that the charges therein are reasonable and just and that the work was properly performed and the material duly furnished. A surcharge of 6 per cent of the total amount shall be made to cover incidental expenses in each case. The alcalde of the city will notify the interested party within

twenty-four hours of the receipt of said account and shall order the payment of the same within three days, the necessary orders and instructions having been given by him.

Fourth. Upon the expiration of the period of three days mentioned in paragraph 3 of this order, the board of health shall at once make out a list of those owners who have failed to pay their accounts, and will present said accounts to the alcalde of the city, who shall, within the specified time of twenty-four hours following, order and declare the first lien on the furniture and other movable articles, the property of the house owner, authorizing the proper and competent authority to enter the dwellings of such owners for its execution.

Fifth. The collector of the board of health shall enter the premises accompanied by a policeman and an appraiser, and will at once make an inventory of the articles of furniture to be sold at public auction.

Sixth. If within twenty-four hours after the lien as prescribed by paragraph 4 of this order shall have been declared, the owner or agent of such building, having been duly notified by the proper authority, does not present a receipt showing that the account and extra charge for incidental expenses have been fully paid, the articles of furniture will be advertised to be sold at public auction in the Official Gazette for five consecutive days. The date and place where the articles are to be sold at auction will be indicated in the advertisement.

Seventh. If the amount of the articles as inventoried does not cover the total amount of the account, said account and inventory will be forwarded to the alcalde of the city, with a request that a first lien be granted on such building so situated as aforesaid wherein such work shall have been done by said board of health for the use of the department of sewers, which lien shall be superior in dignity to all liens of a private nature of every kind and character whatsoever, and such liens shall be discharged by payment only.

Eighth. The alcalde of the city is hereby authorized to collect and enforce, as herein prescribed, all claims presented to him by said board of health.

Ninth. On and after March 31, 1900, no newly built dwelling house, situated as described in the opening paragraph of this order, nor any place of business shall be rented or occupied as such, unless provided with the required sanitary conveniences above specified; and should the house owner fail to comply with this paragraph, he shall be fined not less than \$20 and not more than \$50; and if within five days after the date on which the fine is imposed the owner shall fail to comply with this paragraph, he shall be fined \$2 for each and every day thereafter that the dwelling is not provided as above specified.

Tenth. All fines paid in pursuance of this order shall be for the benefit of the board of health of the city where paid, and shall be taken up and accounted for as other public funds.

PLUMBING.

Every person engaged in the plumbing business in Porto Rico as a master plumber, and every person coming from other places for the purpose of doing plumbing work in Porto Rico as a master plumber, shall appear in person at the office of the superior board of health and receive a certificate of registry upon presenting satisfactory proof that he is a bona fide master plumber; and no person other than a licensed

and registered plumber shall be allowed to carry on or engage in the plumbing business, or make any connection with any water pipe, sewer, soil or waste pipe, or any pipe connected therewith.

Every registered plumber shall give immediate notice of any change in his place of business, and upon his retirement from business shall surrender his certificate of registry to the superior board of health.

The plumbing of all buildings, public or private, and the alterations of the same shall be executed in accordance with the plans and specifications previously approved in writing by the superior board of health. There shall be a separate plan for each building, public or private, accompanied by specifications describing the drainage of said buildings on blanks prescribed and furnished for this purpose, showing the size and kind of pipes and traps, closets and fixtures, etc., to be used, the same to be placed on file in the office of the superior board of health. Said drawings and descriptions to be furnished by the owner or his authorized agent, and prepared by the architect or builder, where one is employed; and application for change of plan must be made in writing by the owner.

Drawings and descriptions of the plumbing of buildings already erected may be placed on file in the office of the superior board of health. Blanks for drawings and specifications for plumbing will be furnished on application at the office of the superior board of health. One vertical drawing will be sufficient for a building where it can be made to show all the work; if the work is intricate and can not be shown by one drawing, two or more shall be made.

When the drainage of buildings has been inspected and condemned, plans must be filed with the superior board of health, and the new work for alterations shall be executed in accordance with these rules and regulations.

Plans will be approved or rejected speedily, and under no circumstances will a delay beyond ten days be permitted.

All material shall be of good quality and free from defects, and the work must be executed in a thorough and workmanlike manner.

The main sewer of every house or building shall be separately and independently connected with the street sewer, where one is provided; and where there is no sewer in the street, and it is necessary to construct a private sewer to connect with the one on an adjacent street, such plans may be used as may be approved by the superior board of health, but in no case shall a joint sewer be laid in cellars parallel with street or alley.

All house sewers laid beneath the ground inside of buildings or beneath the cellar floor shall be of plain extra heavy cast-iron pipe, with well-leaded and calked joints, or of wrought iron, with screw joints made with a paste of red lead and treated to prevent corrosion.

Outside of buildings, where the soil is of sufficient solidity for a proper foundation, cylindrical terra-cotta pipes of the best quality, free from flaws, splits, or cracks, perfectly burned and well glazed over the inner and outer surfaces, may be used, laid on a smooth bottom, with a special groove cut in the bottom of trench for each hub (in order to give the pipe a solid bearing on its entire length), and the soil well rammed on each side of the pipe. The spigot and hub ends shall be concentric.

The space between the hub and pipe shall be thoroughly filled with the best cement mortar, made of equal parts of any approved cement

and bar sand, thoroughly mixed dry, and water enough afterwards added to give a proper consistence. The cement must be mixed in small quantities at a time and used as soon as made. The joints must be carefully wiped and pointed, and all mortar that may be left inside thoroughly cleaned out and the pipe left clean and smooth throughout, for which purpose a swab will be used.

No tempered-up cement will be used. A straight edge shall be used, and the different sections will be laid in perfect lines on the bottom and sides, but in no case shall terra-cotta pipes be permitted within 5 feet of any foundation wall or for extension to connect with rain-water conductors, surface or air inlets.

NOTE.—After the test has been approved by the inspector iron drain or soil pipes may be tar coated; but in no case shall any coating be applied to cast-iron soil or drain pipes until test has been applied and approved by the inspector.

The house sewer shall not be less than 4 inches nor more than 10 inches in diameter, and the fall shall not be less than one-half an inch to the foot, unless by special permission of the superior board of health. It shall be laid in a trench cut at a uniform grade, or it may be constructed along the foundation walls above the cellar floor, resting on 9-inch brick piers laid in cement mortar (said piers not to be more than 7 feet apart) and securely fastened to said walls. No test shall be made by the inspector until said pipes are secured as above described.

The arrangement of sewer, soil, and waste pipes shall be as direct as possible. All changes in direction on horizontal pipes shall be made with Y-branches, one-sixteenth or one-eighth bends.

The house drains shall be provided with a horizontal trap placed within the building wall nearest to the sewer, or at the curb. The trap shall have a hand hole, for convenience in cleaning, the cover of which shall be properly fitted and the joints made air-tight.

NOTE.—If the trap on the sewer is placed inside of the cellar wall there shall be no clean out between the water seal of the trap and the sewer.

There shall be an inlet for fresh air entering the sewer just inside the water seal of the main trap, and also of the rear end of the system, when the vertical line of soil pipe is located in the central part of the building and the main fresh-air inlet is deemed insufficient to ventilate the entire system. Said inlets shall be at least 4 inches in diameter, leading to the outer air and opening at any convenient place, with an accessible clean out. Where air inlets are located off the footway, on grass plats, lawns, etc., they shall extend not less than 6 nor more than 15 inches above the surface of the ground, and be protected by a cowl securely fastened with bolts.

Where the sewer passes through a new foundation wall a relieving arch shall be built over it with a 2-inch clearance on either side.

Every vertical soil pipe shall extend at least 2 feet above the highest part of the building or contiguous property, and shall be of undiminished size, with the outlet uncovered except with a wire guard. Such soil pipe shall not open near a window nor an air shaft.

Every branch or horizontal line of soil pipe to which a group of two or more water-closets are to be connected, and every branch of line of horizontal soil pipe 8 feet or more in length, shall be ventilated, either by extending said soil pipe, undiminished in size to at least 2 feet above the highest part of the building or contiguous property, or by extend-

ing said soil pipe or connecting it with the main soil pipe above the highest fixture, or by a ventilating pipe connected to the crown of each water-closet trap, not less than 2 inches in diameter, which shall be increased one-half an inch in diameter for every 15 feet in length, and connected to a special air pipe, which shall not be less than 4 inches in diameter, or by connecting said ventilating pipe with the main pipe above the highest fixture.

When a separate line of waste pipe is used, not connected with sewer pipes, it shall also be carried 2 feet above the highest part of the building or contiguous property unless otherwise permitted by the superior board of health. But in no case shall a waste pipe connect with a rain-water conductor.

There shall be no traps, caps, or cowls on soil and waste pipes which will interfere with the system of ventilation.

All sewer, soil, waste, antisiphon pipes, and traps inside of new buildings, and of the new work in old buildings, and also of the entire system when alterations are made in old buildings, and the owner or agent of said building or buildings shall have contracted to have the entire drainage system tested, shall have openings stopped, and a test of not less than 3 pounds atmospheric pressure to the square inch applied.

All sewer, soil, and waste pipes and traps shall, if practicable, be exposed to view for ready inspection at all times and for convenience in repairing. When placed within walls or partitions and not exposed to view, or not covered with woodwork fastened with screws so as to be readily removed, or when not easily accessible, extra heavy pipes shall be used, at the discretion of the superior board of health.

No plumbing work shall be covered or concealed in any way until after it has been examined and approved by the house-drainage inspector, and notice must be sent to the superior board of health, in writing, when the work is sufficiently advanced for such inspection, and immediately upon the completion of the work application must be made for final inspection. The failure on the part of a master plumber to make such application for final inspection or the violation of any of the rules of the board of health in the construction of any drainage work, and failure to correct the fault after notification, will be deemed sufficient cause to place his name on the delinquent list until he has complied with said rules and regulations. Any attempt on the part of a master plumber to construct or alter a system of sewerage during the time his name appears upon said delinquent list will subject him to criminal prosecution.

All sewer and antisiphon pipes of cast iron shall be sound, free from holes, and of a uniform thickness, and shall conform to the following relative weights:

Pounds per foot.		Pounds per foot.	
2-inch pipe.....	4	2-inch pipe.....	5½
3-inch pipe.....	6	3-inch pipe.....	9½
4-inch pipe.....	9	4-inch pipe.....	13
5-inch pipe.....	12	5-inch pipe.....	17
6-inch pipe.....	15	6-inch pipe.....	20
7-inch pipe.....	20	7-inch pipe.....	27
8-inch pipe.....	25	8-inch pipe.....	33½
10-inch pipe.....	35	10-inch pipe.....	45
12-inch pipe.....	45	12-inch pipe.....	54

All sewer and antisiphon cast-iron pipes shall have the weight per foot and the name of the manufacturer cast on the exterior surface directly back of the hub of each section in characters not less than one-half inch in length.

Lead waste pipes may be used for horizontal lines that are 2 inches or less in diameter, and shall have not less than the following prescribed weights:

	Lbs. oz.
1-inch pipe	2 0
1½-inch pipe	2 8
1¾-inch pipe	3 8
2-inch pipe	4 0

Lead bands or traps for water-closets shall not be less than one-eighth of an inch in thickness.

Waste pipes from wash basins, sinks, and bath tubs shall be not less than 1½ inches in diameter, and wash-tray waste pipes not less than 1½ inches in diameter.

All joints in cast-iron drain, soil, and waste pipes shall be so calked with oakum and lead, or with cement made of iron filings and sal ammoniac, as to make them gas-tight.

All connections of lead with iron shall be made with a brass ferrule not less than one-eighth of an inch in thickness, put in the hub of the iron pipe and calked with lead, except in cases of iron water-closet traps or old work when drilling or tapping is permitted. The lead pipe shall be attached to the ferrule by a wiped solder joint.

All connections of lead pipe shall be by wiped solder joints.

Every water-closet, sink, basin, wash-tray, bath, and every tub or set of tubs, shall be separately and effectually trapped, and the style of trap must be approved by the superior board of health.

Each trap must be placed as near the fixture as practicable. All waste pipes shall be provided with strong metallic strainers. All drains from hydrants shall be trapped, and in a manner accessible for cleaning out.

Traps of fixtures shall be protected from siphonage. All anti-siphon pipes shall be carried up and through the roof or connected with the main soil pipe above the highest fixture.

Every anti-siphon pipe shall be of lead, of galvanized gas pipe, or of plain cast-iron pipe. Where these pipes go through the roof, they shall extend 2 feet above the highest part of the building or contiguous property. They may be combined together with those which serve several traps. These pipes, where not vertical, must always have a continuous slope to avoid collecting water by condensation.

All drip or overflow pipes from safes under wash basins, baths, urinals, water-closets, or other fixtures, shall be by a special pipe run to an open sink outside the house, or some conspicuous point, and in no case shall any such pipe be connected with a soil, sewer, or waste pipe.

No waste sewer pipe from a refrigerator or other receptacle in which provisions are stored shall be connected with any sewer, soil, or other waste pipe. Such waste pipes shall be so arranged as to admit of frequent flushing, and shall be as short as possible.

All water-closets within buildings shall be supplied with water from special tanks or cisterns which shall hold not less than 8 gallons of water when up to the level of the overflow pipe for each closet supplied, excepting automatic or siphon tanks, which shall hold not less than 5 gallons of water for each closet supplied. The water in said

tanks shall not be used for any other purpose. The flushing pipes of all tanks shall not be less than $1\frac{1}{4}$ inches in diameter.

A group of closets may be supplied from one tank, but water-closets on different floors shall not be flushed from one tank.

The inclosure of the yard water-closet shall be ventilated by slatted openings.

Water-closets must not be located in the sleeping apartments of any building, nor in any room or apartment which has not direct communication with the external air, either by a window or by an air shaft; having an area to the open air of at least 4 square feet, and such areas must remain open at all times.

The containers of all water-closets within a building using lead connections shall have a cast brass flange, not less than three-sixteenths of an inch in thickness (fitted with a pure rubber gasket of sufficient thickness to insure a tight joint), bolted to the closet.

Where latrines are used for schools, they shall be porcelain lined or of iron, properly supplied with water, and located in the yard at least 20 feet from the building, when practicable.

Rain-water conductors, where the water is not stored, shall be connected with the house drain or sewer and be provided with a trap the seal of which shall not be less than 5 inches. Said trap shall have a hand-hole for convenience in cleaning, the cover of which shall be made air-tight.

Rain conductors shall not be connected outside of the main trap, nor used as soil, waste, or vent pipes; nor shall any soil, waste, or air pipe be used as a rain conductor, and if placed within a building shall be of cast-iron pipe with leaded joints.

No steam exhaust or waste from steam pipes shall be connected with any house sewer or soil pipe.

No privy vault or cesspool for sewage shall hereafter be constructed in any part of San Juan, Ponce, or Mayaguez where a sewer is at all accessible.

No connection from any cesspool or privy vault shall be made with any sewer, nor shall any water-closet or house drainage empty into a cesspool or privy vault.

In rural districts waste pipes from buildings may be connected with cesspools constructed for that special purpose, properly flagged or arched over, and not water-tight, by special permission of the local board of health.

No opening shall be permitted in the sewer pipe of any building for the purpose of draining a cellar, unless by special permission by the board of health.

Cellar drains shall be constructed as follows: By a system of field tile, to a catch basin, flagged over, the outlet pipe shall be properly trapped and connected with the house drain, and shall also be provided with a back-pressure valve or stopcock the required size.

DISSECTION.

The dissection of human bodies and the performance of autopsies upon the same, in the interest of medical and surgical science, is legal in Porto Rico. All such dissections shall be carried on under rules and regulations to be prescribed by the superior board of health.

COLLECTION OF VITAL STATISTICS.

About the year 1885 the Spanish Government established in each municipality a civil registry office, in charge of a municipal judge. In this office record was made of all deaths, births, and marriages.

The following methods were adopted at that time and are still in force: Before the burial of a body was permitted in a cemetery, a certificate of registry was required from the municipal judge. This was given only after a physician's certificate of death was presented at the office of the civil register, together with a signed declaration by a relative of the deceased, giving the writer's name, age, civil state, and degree of relationship, also the name, age, occupation, residence, and civil state of the deceased, and date of death.

A large proportion of deaths occur without medical attendance. In these cases certificates are obtained from the municipal physician, who diagnoses the case after securing a history from the relatives. If there should be cause for suspicion, the certificate is refused, and an autopsy ordered by the judge. Under these circumstances accuracy as to the number of deaths was obtained, but accuracy as to diagnosis was impossible.

The peons travel miles, carrying their dead, to secure the required certificate from the titular physician, who may learn that the deceased was suffering from diarrhea, and possibly some abdominal pains. Nothing further is obtainable, and "dysentery" is the verdict. Or the history is even more indefinite; possibly no symptoms were apparent to the ignorant friends present, and so "anemia" shoulders the blame.

The facts in each case are duly entered in the office records, and statistics as to the number of deaths since 1885 are fairly reliable.

BIRTHS.¹

The laws governing the registration of births, if enforced, would insure correct returns. They require an immediate report of a birth from the physician or midwife in attendance thereon. Also a declaration by the parent at the office of the municipal judge within fifteen days after birth, giving name, age, residence, and occupation of parents and grandparents. The time for making the returns was later extended to forty days. A certificate of such registry was issued, the presentation of which to the priest was necessary before baptism could be performed. But the law was not enforced. Physicians and midwives, relying on the parents to make the returns, failed to report the cases; baptism was performed without the judge's certificate, and the parents delayed registering the birth until such time as convenient or certain legal questions necessitated it. This registration was frequently postponed several years, and consequently birth returns are not reliable.

MARRIAGES.

Marriages were always religious, but to give them a legal status it was necessary to fill out a certificate of intention, to be filed with the civil registry, and also, subsequent to the ceremony, a declaration of

¹ Still births are recorded in a book especially kept for that purpose.

its having been performed. The civil process, as well as the religious services, was often deferred and frequently entirely omitted, and statistics of marriages are consequently not entirely to be relied upon.

The law of civil registry required that a numerical report of deaths, births, and marriages should be sent direct to the governor-general every fifteen days. These were to be referred to the bureau of statistics. An annual report was also forwarded by the municipal registrars to the "juez de first instancia del partido," giving name, age, sex, civil state, and any other data bearing on the cases.

Whether these reports were regularly made or not is uncertain. It is, however, certain that they were never published. It is presumed that they were placed on file, but if so, they were either destroyed upon the arrival of our forces or shipped to Spain, probably the former.

Such of the following statistics as refer to former years were gathered by communicating with the several municipal judges in charge of the registry offices.

STATISTICS.

During the year ending December 31, 1899, there were reported 39,918 deaths from all causes, making a death rate of 41 per thousand.

Compared with the two preceding years, in 1897 the rate was 34, and in 1898 the rate was 35, per thousand.

The number of deaths reported in 1899 was greater by 6,568 than in 1898, and by 9,362 than in 1897.

There was 1 death to 24 of the population against 1 to 27.4 in 1898, and 1 to 29 in 1897.

The following table presents the number of deaths during each of the past ten years, with the rate per thousand.

As noted above, the aggregation of statistics for the past years was not to be found. It was obviously not practicable to secure details as to all the causes of death by communicating with every municipality, and consequently it is not possible to divide the deaths in the following table as to age and class of disease.

However, this course was pursued to obtain information in cases of particular interest, as for records of the important diseases tabulated below.

	1890.	1891.	1892.	1893.	1894.	1895.	1896.	1897.	1898.	1899.
Deaths.....	26,947	23,989	24,474	21,616	24,892	26,284	25,435	31,980	33,614	39,918
Rate per thousand.	32	28	27.6	25.7	28.5	29	27.7	34	35	41

The island was divided under Spanish dominion into 70 municipal districts. Since the American occupation 5 of these have been consolidated with 4 contiguous districts, namely: Piedras with Humacao, Hormigueros with Mayaguez, Barceloneta with Manati, and Luquillo and Cieba with Fajardo.

The population of the districts varies all the way from 4,000 to 50,000. A census was taken in 1887, 1897, and 1899. The population for the intermediate years has been estimated.

The prevalence of certain important diseases in the several municipal districts for each of the past ten years is exhibited in the following tabulated statements:

ADJUNTAS.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anaemia.
1890.....	2	.....	2	1	8	.....	18	1	148
1891.....	1	.....	2	1	3	.....	.....	7	101
1892.....	.....	1	5	.....	13	.....	19	7	186
1893.....	.....	1	2	.....	4	.....	12	1	180
1894.....	.....	.....	1	1	40	1	19	2	151
1895.....	.....	.....	3	4	16	.....	14	5	129
1896.....	.....	.....	1	5	22	.....	20	5	147
1897.....	.....	1	3	5	7	3	21	5	161
1898.....	6	.....	7	5	9	.....	12	5	312
1899.....	4	.....	1	16	233	.....	17	9	470

AIBONITO.

1890.....	.....	.....	.....	.....	.....	.....	14	49
1891.....	.....	.....	.....	.....	.....	8	11	58
1892.....	.....	.....	.....	2	1	2	6	45
1893.....	.....	.....	.....	.....	.....	4	7	54
1894.....	.....	1	3	1	.....	1	14	74
1895.....	.....	.....	8	.....	1	.....	15	73
1896.....	.....	.....	1	.....	4	.....	12	66
1897.....	.....	.....	1	1	129	1	10	103
1898.....	.....	1	3	.....	14	2	7	125
1899.....	.....	.....	.....	1	24	.....	7	148

AGUADA.

[Report incomplete.]

1890.....	12	.....	.....	.....	.....	.....	.....	.....
1891.....	8	.....	.....	.....	.....	.....	.....	.....
1892.....	7	.....	.....	.....	.....	.....	.....	.....
1893.....	10	.....	.....	.....	18	.....	3	62
1894.....	9	.....	.....	.....	.....	.....	.....	.....
1895.....	6	.....	.....	.....	.....	.....	.....	.....
1896.....	9	.....	.....	.....	.....	.....	.....	.....
1897.....	5	.....	.....	.....	.....	.....	.....	.....
1898.....	6	.....	.....	1	.....	.....	.....	.....
1899.....	3	.....	.....	.....	.....	.....	.....	.....

AGUADILLA.

1890.....	16	.....	5	7	1	.....	82	8	31
1891.....	1	.....	1	11	.....	5	64	14	42
1892.....	.....	2	15	7	.....	1	59	10	25
1893.....	.....	2	2	2	.....	3	65	5	26
1894.....	.....	.....	2	2	.....	1	80	4	28
1895.....	.....	.....	1	6	.....	.....	77	4	34
1896.....	73	12	1	5	2	1	64	5	26
1897.....	1	.....	6	6	7	.....	63	10	37
1898.....	.....	.....	4	14	3	5	78	29	78
1899.....	.....	.....	2	14	31	2	62	37	125

AGUAS BUENAS.

1890.....	5	.....	9	2	3	.....	12	6	56
1891.....	3	.....	8	1	2	.....	9	4	75
1892.....	.....	1	8	.....	9	.....	8	14	43
1893.....	.....	.....	6	3	10	.....	12	11	31
1894.....	.....	.....	11	5	3	.....	12	10	45
1895.....	5	.....	10	6	.....	.....	14	.....	33
1896.....	.....	.....	18	6	23	.....	20	8	53
1897.....	.....	.....	25	9	16	.....	15	3	45
1898.....	.....	.....	16	.....	10	.....	16	5	95
1899.....	.....	.....	10	2	.....	.....	8	8	115

ANASCO.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....	91	.....	1	.....	1	.....	3	44	2
1891.....	.....	1	8	3	2	.....	11	30	4
1892.....	.....	.....	4	1	3	.....	8	33	8
1893.....	.....	.....	3	1	4	.....	3	30	5
1894.....	.....	.....	3	2	7	.....	17	33	2
1895.....	.....	1	6	8	6	.....	31	27	10
1896.....	144	1	2	4	7	.....	25	41	7
1897.....	30	.....	1	7	43	1	15	15	3
1898.....	23	.....	3	1	90	.....	3	18	23
1899.....	.....	.....	1	1	33	.....	.....	34	6

ARECIBO.

1890.....	151	.....	.....	3	22	.....	.....	89	147
1891.....	6	.....	.....	.....	21	.....	6	82	119
1892.....	.....	7	.....	1	12	.....	5	115	107
1893.....	.....	2	.....	6	62	.....	4	98	103
1894.....	.....	1	.....	8	37	.....	11	98	109
1895.....	4	1	.....	10	3	.....	18	83	89
1896.....	9	.....	.....	1	47	.....	15	97	149
1897.....	.....	.....	.....	1	57	.....	7	99	190
1898.....	1	.....	5	7	118	5	18	104	344
1899.....	.....	.....	.....	7	146	.....	73	131	429

ARROYO.

1890.....	25	.....	5	.....	2	.....	13	.....	9
1891.....	76	.....	6	.....	1	.....	14	.....	5
1892.....	.....	.....	4	.....	1	.....	10	.....	11
1893.....	.....	.....	5	3	.....	.....	15	.....	9
1894.....	.....	1	1	3	.....	.....	16	.....	4
1895.....	.....	.....	4	5	1	.....	21	.....	9
1896.....	.....	.....	1	1	.....	.....	11	.....	4
1897.....	.....	.....	.....	.....	7	.....	5	2	18
1898.....	.....	.....	2	.....	10	.....	17	1	8
1899.....	.....	.....	3	.....	14	.....	19	5	13

BARRANQUITAS.

1890.....	.....	.....	9	3	.....	.....	6	4	26
1891.....	.....	.....	1	1	1	.....	9	5	22
1892.....	.....	.....	2	.....	5	.....	9	14	13
1893.....	.....	1	2	.....	.....	.....	5	14	33
1894.....	.....	1	.....	.....	1	.....	4	3	26
1895.....	.....	.....	4	.....	.....	.....	7	1	38
1896.....	.....	.....	8	2	.....	.....	9	3	48
1897.....	.....	.....	6	2	42	.....	4	4	86
1898.....	.....	.....	14	.....	9	.....	5	9	104
1899.....	.....	.....	10	22	128	1	1	4	128

BARROS.

1890.....	.....	10	12	6	30	3	19	20	32
1891.....	.....	2	20	8	15	.....	20	15	26
1892.....	7	3	21	6	11	.....	8	20	26
1893.....	.....	.....	6	6	15	.....	12	10	13
1894.....	.....	.....	8	3	16	.....	8	26	20
1895.....	.....	1	3	8	16	.....	10	28	39
1896.....	.....	1	10	7	20	.....	11	27	38
1897.....	8	2	13	3	29	3	8	16	39
1898.....	31	10	12	2	18	.....	6	28	46
1899.....	.....	.....	6	1	129	4	9	29	331

BARCELONETA.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anaemia.
1890.....	35	-----	-----	2	4	-----	6	3	62
1891.....	6	-----	-----	-----	2	-----	1	6	41
1892.....	-----	-----	3	-----	10	-----	14	21	82
1893.....	1	1	1	1	1	-----	15	21	70
1894.....	-----	-----	-----	1	2	-----	14	18	76
1895.....	8	-----	3	-----	9	-----	14	12	108
1896.....	23	-----	4	1	5	2	10	7	103
1897.....	-----	-----	-----	-----	1	-----	8	19	133
1898.....	-----	-----	-----	2	2	-----	8	36	255
1899.....	-----	-----	-----	-----	3	-----	10	13	346

BAYAMON.

1890.....	3	-----	9	2	5	6	38	30	98
1891.....	1	-----	8	6	2	2	47	18	102
1892.....	-----	7	7	3	6	3	42	33	85
1893.....	-----	-----	1	1	5	2	52	30	76
1894.....	90	1	1	4	12	5	65	24	60
1895.....	189	1	1	13	1	7	55	29	24
1896.....	-----	1	-----	15	11	1	52	21	51
1897.....	-----	-----	3	23	160	1	70	23	90
1898.....	-----	1	2	15	66	2	75	18	68
1899.....	-----	-----	3	13	54	2	66	33	115

CAROLINA.

1890.....	-----	1	12	1	1	-----	35	8	38
1891.....	-----	-----	10	-----	4	-----	40	20	30
1892.....	-----	-----	6	1	1	-----	32	6	27
1893.....	-----	1	3	-----	2	-----	39	12	29
1894.....	-----	1	18	-----	1	-----	24	6	28
1895.....	40	1	8	-----	2	-----	41	8	27
1896.....	2	-----	11	-----	-----	-----	30	1	34
1897.....	1	-----	7	-----	20	-----	43	1	25
1898.....	-----	-----	1	1	34	-----	40	2	25
1899.....	-----	-----	2	1	3	-----	44	4	54

CAGUAS.

1890.....	232	6	6	-----	1	1	31	8	94
1891.....	7	1	2	-----	7	1	26	4	104
1892.....	1	1	2	-----	7	6	34	5	81
1893.....	-----	-----	1	-----	3	-----	19	4	91
1894.....	2	-----	1	-----	19	-----	43	11	77
1895.....	6	-----	2	1	5	1	38	13	88
1896.....	-----	-----	1	1	32	-----	37	12	122
1897.....	-----	-----	3	-----	150	-----	35	5	168
1898.....	-----	-----	1	1	69	1	34	5	298
1899.....	-----	-----	3	-----	117	-----	44	20	253

CIALES.

1890.....	8	-----	5	7	1	-----	10	31	91
1891.....	8	-----	3	7	-----	-----	12	16	42
1892.....	12	-----	8	6	3	-----	14	15	112
1893.....	3	-----	13	5	3	-----	11	9	141
1894.....	-----	2	3	1	3	-----	9	8	152
1895.....	3	-----	2	2	-----	-----	15	25	140
1896.....	-----	-----	4	4	3	-----	19	25	129
1897.....	-----	-----	7	7	1	-----	22	24	230
1898.....	16	-----	1	6	5	-----	19	29	377
1899.....	16	-----	13	1	328	-----	9	31	410

CAMUY.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....	4				9		3	19	96
1891.....	3				3			20	84
1892.....			3		1			17	66
1893.....					5	1		21	57
1894.....				2	1			11	27
1895.....			3		8		9	5	67
1896.....	2			1	16		1	4	70
1897.....			4	8	2		17	7	55
1898.....			5	11	3	1	8	6	91
1899.....				18	61		18	1	68

COROZAL.

1890.....			6		3		19	5	17
1891.....			3	4	1		23	2	5
1892.....			4	5		2	12	5	11
1893.....			8	11			19	6	27
1894.....			8	2	5		21	1	36
1895.....	10		10	1	3		25	2	38
1896.....			7	2			21	3	52
1897.....			8	1	14		16	4	58
1898.....			2	8	32		18	5	104
1899.....			1	7	100		16	14	131

CABO-ROJO.

1890.....	30		8	3	4	3	2	43	131
1891.....	5		6	6	3		5	33	127
1892.....			1	12	1		40	38	84
1893.....		9	2	10	1	1	33	21	35
1894.....			1	7	55	2	61	19	32
1895.....		1	4	12	90		59	29	50
1896.....			7	8	40		38	26	61
1897.....	25		4	8	19		38	21	56
1898.....	50		7	16	16	1	45	26	104
1899.....	1		7	11	23	2	50	23	142

CAYEY.

1890.....	24		5	6	4	1	20	1	81
1891.....	4		3	3		1	8	2	81
1892.....			1			1	12	4	71
1893.....			1		1		8	4	91
1894.....		1	3	3		2	14		116
1895.....	1	1	1	2	43		12	1	122
1896.....		1	1		13	1	5		113
1897.....			7	1	55		5		125
1898.....			2		23		1	1	225
1899.....			3		10	2	10	2	260

COAMO.

1890.....	3	2	18	2	5		23	17	19
1891.....			6	3	3		22	21	16
1892.....		2	3	2	3		20	17	13
1893.....		11	2	4	2		33	19	18
1894.....		5	9	8	2		25	13	21
1895.....			9	8	1	1	34	3	11
1896.....			4	4	18		18	1	11
1897.....	1		3	10	86		88	4	39
1898.....			5	5	5		19	3	42
1899.....	3		7	9	5		33	5	48

CIDRA.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....	12	.....	1	.....	6	.....	1	.....	15
1891.....	5	1	4	.....	35
1892.....	1	1	.....	.....	2	.....	2	.....	69
1893.....	7	.....	4	2	32
1894.....	3	3	12	1	3	.....	80
1895.....	5	.....	87
1896.....	8	1	2	1	42
1897.....	5	.....	6
1898.....	1	.....	2	1	24
1899.....

COMERIO.

1890.....	52	.....	2	7	.....	.....	2	17	53
1891.....	.....	.....	2	4	.....	.....	9	14	33
1892.....	.....	.....	1	5	.....	2	3	9	22
1893.....	.....	.....	1	1	.....	1	7	10	41
1894.....	1	.....	1	4	.....	1	11	7	65
1895.....	1	1	2	1	1	.....	10	6	44
1896.....	.....	.....	1	.....	15	.....	10	4	74
1897.....	.....	.....	1	.....	40	1	7	7	84
1898.....	.....	.....	5	3	47	.....	7	9	161
1899.....	.....	.....	7	3	9	1	13	4	167

DORADO.

1890.....	.....	.....	1	.....	1	.....	9	11	16
1891.....	2	1	2	.....	1	.....	13	9	9
1892.....	.....	.....	3	.....	2	.....	12	11	18
1893.....	.....	.....	2	.....	6	.....	11	6	15
1894.....	.....	.....	1	1	.....	.....	12	6	17
1895.....	4	.....	5	1	.....	.....	13	4	9
1896.....	.....	.....	6	.....	1	.....	7	4	10
1897.....	.....	.....	6	.....	5	.....	6	1	8
1898.....	.....	.....	2	.....	5	.....	9	2	11
1899.....	.....	.....	7	2	5	.....	3	8	8

FAJARDO.

1890.....	3	6	1	2	.....	9	51	27	7
1891.....	.....	.....	.....	1	16	11	63	26	9
1892.....	.....	1	3	.....	5	.....	44	44	12
1893.....	.....	2	.....	5	9	.....	61	41	7
1894.....	6	.....	2	2	14	8	52	24	16
1895.....	74	3	2	3	11	5	45	20	3
1896.....	88	.....	1	2	2	12	37	23	.....
1897.....	9	.....	6	7	9	11	47	30	12
1898.....	2	1	.....	10	10	6	48	64	25
1899.....	1	.....	1	6	21	1	30	37	15

GUAYAMA.

1890.....	9	.....	30	2	8	1	47	13	11
1891.....	12	.....	17	4	12	.....	48	9	26
1892.....	.....	.....	13	4	4	.....	47	5	14
1893.....	.....	.....	6	6	4	1	35	13	20
1894.....	.....	.....	3	5	6	.....	46	14	16
1895.....	.....	.....	4	4	7	2	33	19	16
1896.....	.....	.....	13	6	4	3	41	11	20
1897.....	.....	.....	8	5	108	1	37	15	44
1898.....	.....	1	10	2	21	.....	48	9	68
1899.....	8	.....	11	5	14	2	47	16	57

GUAYANILLA.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anaemia.
1890.....	8	32	1	2	3	1	22	21	30
1891.....	.....	1	3	1	.....	.....	15	20	20
1892.....	.....	.....	1	1	4	.....	24	18	20
1893.....	.....	.....	.....	.....	2	.....	25	12	22
1894.....	.....	.....	.....	1	6	1	13	14	20
1895.....	.....	.....	1	4	5	2	12	7	46
1896.....	.....	.....	.....	.....	6	.....	18	5	28
1897.....	.....	.....	1	.....	3	.....	15	12	41
1898.....	50	.....	1	2	8	.....	25	9	79
1899.....	5	.....	1	.....	24	.....	13	12	77

GURABO.

1890.....	115	.....	6	1	3	.....	1	11	56
1891.....	2	.....	3	.....	1	.....	3	12	38
1892.....	1	.....	4	.....	.....	.....	16	9	44
1893.....	.....	1	9	.....	.....	.....	7	4	45
1894.....	.....	.....	6	.....	1	.....	11	5	21
1895.....	1	1	4	1	1	.....	12	16	33
1896.....	.....	.....	2	.....	.....	.....	14	3	40
1897.....	.....	.....	1	.....	29	.....	9	2	64
1898.....	.....	1	7	.....	61	.....	6	4	55
1899.....	.....	.....	9	1	19	1	15	31	92

HATILLO.

1890.....	10	.....	.....	.....	9	.....	1	21	71
1891.....	6	.....	.....	.....	4	.....	.....	21	49
1892.....	.....	.....	1	.....	4	.....	.....	33	81
1893.....	.....	.....	1	.....	8	.....	.....	25	71
1894.....	.....	.....	.....	.....	9	.....	.....	20	87
1895.....	.....	1	1	.....	7	.....	.....	30	69
1896.....	.....	.....	.....	.....	3	.....	.....	29	80
1897.....	.....	.....	1	.....	1	.....	1	19	72
1898.....	.....	.....	2	.....	30	.....	2	24	79
1899.....	.....	.....	2	.....	59	.....	2	1	64

HORMIGUEROS.

1890.....	35	.....	1	.....	.....	3	10	.....	4
1891.....	.....	.....	.....	.....	.....	.....	.....	.....	1
1892.....	.....	.....	1	.....	.....	.....	1	.....	.....
1893.....	.....	.....	1	.....	.....	.....	3	.....	.....
1894.....	.....	.....	.....	.....	.....	.....	2	.....	.....
1895.....	.....	.....	1	2	35	.....	4	5	6
1896.....	.....	.....	1	.....	4	.....	6	6	7
1897.....	12	.....	1	.....	6	.....	6	18	14
1898.....	.....	.....	.....	.....	1	.....	7	16	30
1899.....	.....	.....	1	.....	1	.....	7	16	30

HATO-GRANDE.

1890.....	46	1	2	.....	1	.....	17	3	74
1891.....	48	.....	9	4	.....	.....	14	3	69
1892.....	.....	.....	16	18	6	1	18	8	15
1893.....	.....	4	19	.....	.....	.....	13	2	20
1894.....	.....	.....	4	17	.....	.....	1	1	4
1895.....	2	1	4	11	1	1	22	3	10
1896.....	.....	.....	3	16	10	.....	31	.....	38
1897.....	.....	.....	2	10	14	.....	9	.....	27
1898.....	.....	.....	1	19	4	.....	29	1	58
1899.....	.....	.....	.....	9	10	.....	45	.....	130

HUMACAO.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....	30	.....	20	22	26	1	40	11	150
1891.....	4	1	26	12	13	.....	26	3	95
1892.....	.....	.....	8	20	18	.....	41	4	140
1893.....	.....	5	4	30	14	.....	40	1	76
1894.....	20	.....	51	9	19	.....	57	3	48
1895.....	77	1	22	22	21	1	38	2	61
1896.....	.....	1	20	22	44	.....	38	1	97
1897.....	.....	.....	13	24	107	.....	37	3	78
1898.....	.....	.....	19	17	44	.....	48	5	75
1899.....	3	.....	29	8	29	.....	38	9	86

ISABELA.

1890.....	10	.....	2	4	4	1	13	3	44
1891.....	.....	1	13	.....	12	.....	24	1	76
1892.....	1	.....	6	3	20	.....	21	6	48
1893.....	.....	1	2	.....	3	.....	12	36	45
1894.....	.....	.....	1	6	1	.....	23	31	58
1895.....	4	.....	2	2	2	.....	14	38	65
1896.....	11	1	2	5	2	2	25	27	55
1897.....	1	.....	2	5	3	.....	22	11	53
1898.....	.....	.....	.....	4	4	1	38	3	69
1899.....	.....	.....	.....	1	14	8	25	22	125

JUNCOS.

1890.....	122	1	3	1	6	.....	24	21	46
1891.....	4	.....	12	.....	3	.....	19	15	40
1892.....	.....	.....	4	1	1	.....	17	19	64
1893.....	.....	.....	6	4	1	.....	15	6	24
1894.....	.....	.....	8	2	1	.....	15	4	17
1895.....	.....	.....	3	3	.....	.....	18	5	26
1896.....	.....	3	18	5	3	.....	22	4	48
1897.....	.....	.....	4	7	8	.....	22	3	42
1898.....	.....	.....	.....	11	64	.....	23	1	85
1899.....	.....	.....	5	5	12	.....	28	3	98

JUANA DIAZ.

1890.....	223	2	17	20	8	.....	34	35	70
1891.....	50	2	28	20	6	.....	27	36	95
1892.....	20	20	21	14	.....	.....	40	37	72
1893.....	.....	.....	4	6	.....	.....	59	12	76
1894.....	.....	.....	4	10	7	.....	59	27	54
1895.....	.....	.....	.....	1	8	.....	50	9	61
1896.....	.....	.....	2	23	11	.....	43	19	30
1897.....	.....	.....	13	29	12	.....	51	13	25
1898.....	9	.....	57	41	7	.....	48	17	35
1899.....	15	.....	24	2	127	.....	58	27	41

LARES.

1890.....	54	.....	2	.....	2	.....	13	34	245
1891.....	.....	.....	2	2	7	.....	21	18	201
1892.....	.....	2	1	2	6	.....	25	17	237
1893.....	.....	1	.....	1	4	.....	15	7	189
1894.....	.....	.....	.....	1	27	.....	20	12	227
1895.....	6	1	8	.....	2	2	17	5	145
1896.....	9	.....	6	2	6	.....	25	9	212
1897.....	4	.....	7	4	3	.....	25	10	159
1898.....	1	.....	9	3	44	.....	42	7	418
1899.....	.....	.....	2	6	44	.....	19	15	646

LAS MARIAS.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....	54	.....	3	3	.....	.....	20	1	42
1891.....	.....	.....	1	7	1	.....	20	7	34
1892.....	.....	.....	.....	3	8	.....	11	6	71
1893.....	.....	.....	2	1	4	.....	11	3	25
1894.....	.....	.....	.....	4	7	.....	21	4	32
1895.....	10	.....	1	6	3	.....	16	11	26
1896.....	5	.....	.....	.....	5	.....	3	15	19
1897.....	3	.....	.....	1	1	.....	10	8	46
1898.....	1	.....	1	.....	7	.....	19	5	127
1899.....	.....	.....	5	11	36	.....	9	2	102

LAJAS.

1890.....	30	.....	.....	17	12	.....	2	4	12
1891.....	13	.....	.....	10	6	1	1	3	13
1892.....	.....	.....	.....	18	15	.....	2	7	7
1893.....	.....	.....	.....	19	25	.....	.....	5	10
1894.....	.....	.....	.....	7	17	.....	.....	9	27
1895.....	.....	.....	1	11	23	.....	12	8	17
1896.....	.....	.....	.....	3	2	.....	16	2	35
1897.....	5	.....	1	5	4	.....	13	3	21
1898.....	99	.....	2	8	9	.....	12	4	68
1899.....	2	.....	3	9	8	.....	6	16	62

LOIZA.

1890.....	.....	.....	16	2	2	3	28	.....	31
1891.....	.....	.....	5	6	3	.....	11	14	23
1892.....	.....	.....	13	4	3	.....	14	14	24
1893.....	.....	.....	6	11	2	2	13	19	15
1894.....	3	.....	6	9	.....	1	13	28	15
1895.....	2	.....	6	5	1	.....	14	17	10
1896.....	.....	.....	25	3	3	.....	15	10	26
1897.....	.....	.....	13	2	36	2	12	16	18
1898.....	.....	.....	13	8	39	1	17	11	22
1899.....	.....	.....	8	7	12	.....	15	14	30

MANATI.

1890.....	8	.....	6	5	5	.....	18	5	11
1891.....	117	.....	5	2	3	1	19	5	11
1892.....	.....	.....	.....	3	1	.....	22	11	47
1893.....	.....	.....	.....	11	2	.....	24	11	73
1894.....	2	1	2	5	6	2	29	9	97
1895.....	39	1	3	5	2	4	25	2	71
1896.....	12	1	6	6	6	1	14	9	96
1897.....	.....	.....	11	9	18	.....	28	4	131
1898.....	.....	.....	2	6	21	.....	45	3	166
1899.....	1	.....	.....	7	19	.....	23	2	164

MOROVIS.

1890.....	.....	.....	4	1	.....	.....	2	1	30
1891.....	.....	.....	7	3	.....	1	1	10	17
1892.....	.....	.....	4	7	1	1	.....	14	38
1893.....	.....	.....	6	5	.....	.....	3	18	38
1894.....	.....	.....	8	7	1	.....	2	19	41
1895.....	1	.....	2	3	.....	.....	10	21	68
1896.....	.....	.....	9	4	1	1	17	21	42
1897.....	.....	.....	2	4	4	3	15	19	79
1898.....	3	.....	2	2	31	.....	13	20	139
1899.....	1	.....	1	9	38	.....	7	16	84

MAYAGUEZ.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anaemia.
1890.....	225	2	9	7	27	6	164	30	132
1891.....	.....	3	.....	2	7	1	41	7	36
1892.....	.....	27	8	3	43	2	143	28	256
1893.....	.....	5	11	3	20	3	142	31	140
1894.....	.....	.....	6	10	52	7	168	46	142
1895.....	.....	14	6	11	196	1	154	45	126
1896.....	11	1	13	27	116	4	148	51	144
1897.....	219	.....	17	15	54	6	192	45	153
1898.....	12	.....	26	5	63	6	212	46	240
1899.....	.....	.....	27	13	95	7	186	64	210

MARICAO.

1890.....	21	.....	.....	17	.....	.....	1	54	55
1891.....	.....	.....	15	7	7	.....	4	49	56
1892.....	.....	.....	36	4	12	.....	3	25	49
1893.....	.....	.....	37	4	11	.....	.....	39	46
1894.....	.....	1	33	3	49	.....	14	44	62
1895.....	.....	.....	33	22	23	23	4	41	63
1896.....	.....	.....	41	1	22	.....	22	38	68
1897.....	2	.....	21	1	17	1	24	32	52
1898.....	2	.....	28	1	21	31	25	67	114
1899.....	.....	.....	2	1	19	1	5	42	132

MAUNABO.

1890.....	.....	.....	4	2	9	.....	10	12	150
1891.....	5	1	3	.....	3	.....	11	17	159
1892.....	.....	.....	15	.....	12	.....	15	15	190
1893.....	.....	.....	2	1	2	.....	11	11	145
1894.....	.....	.....	3	.....	9	.....	14	8	128
1895.....	2	.....	2	.....	11	.....	10	11	155
1896.....	1	.....	2	2	16	.....	16	8	172
1897.....	1	.....	2	1	17	.....	10	6	295
1898.....	.....	.....	.....	.....	5	.....	8	14	225
1899.....	.....	.....	5	.....	6	.....	5	18	290

MOCA.

1890.....	.....	3	10	.....	5	1	17	2	67
1891.....	2	5	3	.....	4	1	12	2	98
1892.....	1	1	7	2	4	.....	12	2	56
1893.....	.....	.....	33	.....	.....	.....	3	1	64
1894.....	.....	.....	10	1	3	.....	7	1	103
1895.....	13	1	21	.....	1	1	19	1	108
1896.....	13	1	14	.....	9	.....	8	2	102
1897.....	.....	.....	13	.....	14	.....	15	1	145
1898.....	4	.....	4	.....	12	.....	12	3	312
1899.....	.....	.....	7	.....	91	2	6	2	327

NAGUABO.

1890.....	3	.....	2	.....	14	1	28	8	33
1891.....	.....	1	.....	11	2	.....	29	1	29
1892.....	1	.....	14	3	.....	.....	21	1	41
1893.....	.....	3	5	12	5	.....	24	2	47
1894.....	.....	.....	11	1	2	.....	28	.....	34
1895.....	11	.....	5	.....	6	1	19	11	51
1896.....	.....	.....	5	6	4	.....	24	4	71
1897.....	.....	.....	2	22	69	.....	36	1	71
1898.....	.....	.....	11	1	28	.....	9	9	106
1899.....	.....	.....	2	4	14	.....	22	16	122

NARANJITO.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....			1		5		3		42
1891.....			2		2	2	11	1	35
1892.....			3		3	1	11	1	42
1893.....			3		2	1	3	2	52
1894.....	1				4		1		56
1895.....			6		11		17	1	24
1896.....			2	4	11		9		22
1897.....			1	10	11		14		52
1898.....				3	3		8		28
1899.....				6	18		5	1	89

PATILLAS.

1890.....	41		18		5		39	16	42
1891.....	107	2	19			1	30	1	19
1892.....	4		5	1	2		42	1	33
1893.....			2			1	27		37
1894.....				1	3		33		52
1895.....	2	1	3		19		28		40
1896.....			1		12	2	18	1	75
1897.....			7		67	2	17	6	97
1898.....			17		10		13	1	65
1899.....					10	1	15	2	66

PENUELAS.

1890.....	1	3	4	10	1		30	16	
1891.....		3	1	9			21	14	2
1892.....		2	8	15			14	16	
1893.....		2	14	3			36	18	2
1894.....		2	3	10			40	12	14
1895.....		1	10	7			13	8	4
1896.....		1	10	17			37	5	
1897.....		1	3	8		1	16	10	
1898.....	7		8	10		2	24	15	6
1899.....	28		10	13			22	11	24

PIEDRAS.

1890.....	33		11	9	1		18	1	22
1891.....	6		4	1	7		7		41
1892.....									
1893.....						2	2		2
1894.....			16	3	4		18		6
1895.....	2	1	10	5	1		6		12
1896.....	1		3		3		8		38
1897.....			1				3	2	18
1898.....				1			7		13
1899.....			7	15	3		17	4	50

PONCE.

1890.....	20		14	23	38		254	24	41
1891.....	3	3	18	15	22	5	211	4	53
1892.....		3	2	13	3	4	238	15	45
1893.....			9	7	29	2	241	7	64
1894.....	12	2	12	11	43		266	17	32
1895.....	7		7	16	21		239	11	18
1896.....	17	4	22	12	18	2	219	4	36
1897.....	11			9	11		221	8	49
1898.....			3	19	14		211	17	61
1899.....	18		7	14	19		244	19	39

QUEBRADILLAS.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....	33	2	.....	.....	1	.....	1	.....	31
1891.....
1892.....
1893.....	4	4	2	.....	.....	5	1
1894.....	7	2	1	4	.....	8	14	15
1895.....	12	1	1	.....	.....	9	10	13
1896.....	1	.....	9	10	2	.....	3	6	5
1897.....	2	8	8	1	27	7	14
1898.....	2	3	7	.....	2	16	8	28
1899.....	1	.....	.....	.....	.....	.....

RIO GRANDE.

1890.....	.....	.....	2	.....	1	.....	14	4	3
1891.....	.....	.....	.....	.....	8	.....	12	4	15
1892.....	.....	.....	1	.....	1	.....	8	1	7
1893.....	.....	.....	22	2	3	.....	37	9	23
1894.....	.....	.....	1	.....	1	.....	8	1	7
1895.....	.....	11	11	3	9	1	10	4	20
1896.....	.....	.....	.....	3	8	1	11	3	1
1897.....	.....	.....	.....	.....	53	.....	7	3	10
1898.....	.....	.....	.....	2	130	.....	8	4	10
1899.....	.....	.....	.....	.....	24	.....	7	7	2

RIO PIEDRAS.

1890.....	4	1	8	1	24	.....	38	33	41
1891.....	14	1	12	8	27	1	49	40	41
1892.....	.....	.....	5	.....	6	.....	43	31	45
1893.....	.....	3	3	15	10	.....	49	27	42
1894.....	43	.....	2	18	7	2	42	26	55
1895.....	136	2	2	38	11	.....	39	28	45
1896.....	.....	.....	4	31	18	.....	47	29	71
1897.....	.....	.....	1	17	51	.....	36	12	50
1898.....	1	.....	2	1	34	.....	46	.....	88
1899.....	.....	.....	4	.....	1	.....	47	1	124

RINCON.

1890.....	43	.....	1	.....	.....	.....	5	5	4
1891.....	.....	.....	1	.....	.....	.....	.....	6	4
1892.....	.....	1	1	.....	1	.....	1	3	4
1893.....	.....	1	3	.....	1	.....	6	21	3
1894.....	.....	.....	7	.....	4	.....	12	23	17
1895.....	.....	.....	4	.....	6	.....	8	31	3
1896.....	4	.....	9	.....	5	.....	8	24	2
1897.....	24	2	6	.....	5	.....	6	21	3
1898.....	5	.....	2	.....	3	.....	8	17	10
1899.....	.....	.....	4	.....	14	.....	10	29	5

SAN SEBASTIAN.

1890.....	.....	.....	8	.....	4	.....	1	8	122
1891.....	.....	.....	1	.....	7	.....	.....	3	115
1892.....	.....	.....	3	9	4	.....	25	6	63
1893.....	.....	.....	5	15	.....	.....	17	2	74
1894.....	.....	.....	5	17	4	.....	25	5	100
1895.....	40	.....	5	8	2	.....	12	.....	137
1896.....	29	1	9	7	1	.....	21	9	115
1897.....	.....	2	7	8	1	1	14	8	140
1898.....	1	.....	6	12	3	2	19	8	211
1899.....	.....	.....	.....	7	36	.....	10	2	287

SABANA GRANDE.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anemia.
1890.....	6	4	12	3	3	-----	25	-----	9
1891.....	-----	3	4	13	7	1	19	-----	8
1892.....	-----	-----	3	18	4	-----	24	1	38
1893.....	-----	-----	1	19	1	1	14	1	5
1894.....	1	-----	-----	10	11	-----	20	-----	16
1895.....	-----	-----	1	11	55	-----	16	1	15
1896.....	-----	-----	2	16	19	-----	16	-----	9
1897.....	54	-----	-----	8	18	-----	21	2	44
1898.....	4	-----	1	20	20	-----	19	-----	31
1899.....	1	-----	3	16	10	-----	16	3	46

SAN GERMAN.

1890.....	272	-----	13	9	12	-----	21	52	40
1891.....	6	-----	4	3	17	-----	13	49	26
1892.....	-----	-----	8	4	18	-----	15	51	24
1893.....	-----	1	5	7	17	-----	20	38	24
1894.....	-----	-----	12	4	14	-----	15	59	21
1895.....	-----	-----	4	4	160	-----	15	31	22
1896.....	-----	-----	8	5	51	-----	19	19	23
1897.....	29	-----	8	4	32	2	17	15	38
1898.....	38	-----	9	7	44	-----	17	11	61
1899.....	7	-----	3	12	66	1	26	16	99

SAN JUAN.

1890.....	4	100	26	33	13	4	177	32	14
1891.....	8	18	15	23	4	4	196	39	14
1892.....	-----	91	18	25	8	20	167	31	25
1893.....	-----	82	20	29	6	6	177	41	18
1894.....	159	79	15	20	1	4	221	24	16
1895.....	81	294	17	28	4	4	207	23	20
1896.....	3	43	17	25	8	3	208	28	27
1897.....	2	-----	29	30	86	1	258	20	41
1898.....	-----	-----	26	23	14	-----	219	25	24
1899.....	-----	-----	18	22	11	9	137	29	25

SALINAS.

1890.....	21	-----	1	3	-----	-----	8	-----	17
1891.....	-----	-----	5	-----	-----	-----	13	1	12
1892.....	-----	-----	-----	-----	-----	-----	13	-----	4
1893.....	-----	-----	5	-----	-----	-----	14	4	6
1894.....	1	-----	3	-----	-----	-----	6	2	4
1895.....	-----	-----	2	-----	-----	-----	3	1	-----
1896.....	-----	-----	4	-----	-----	-----	12	1	4
1897.....	-----	-----	1	-----	-----	-----	1	-----	5
1898.....	-----	-----	6	-----	-----	-----	7	-----	15
1899.....	-----	-----	2	6	-----	-----	8	5	12

SANTA ISABEL.

1890.....	-----	2	2	-----	4	-----	18	6	2
1891.....	-----	8	8	-----	2	-----	14	9	-----
1892.....	-----	6	6	-----	6	-----	9	7	1
1893.....	-----	2	2	-----	4	-----	15	11	4
1894.....	-----	-----	2	-----	3	-----	18	5	3
1895.....	-----	-----	-----	-----	7	-----	10	5	-----
1896.....	-----	-----	1	-----	8	-----	11	7	2
1897.....	-----	-----	1	-----	5	-----	17	6	4
1898.....	1	-----	1	-----	6	-----	16	8	3
1899.....	-----	-----	4	-----	3	-----	20	7	5

TOA ALTA.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....	3	1	5	2	2	1	20	10	24
1891.....	1	1	1	1	3	.....	15	9	29
1892.....	.....	.....	4	4	4	.....	19	9	19
1893.....	.....	.....	1	1	1	.....	20	9	13
1894.....	8	.....	.....	.....	2	.....	22	10	25
1895.....	3	.....	.....	.....	.....	.....	10	8	12
1896.....	.....	1	.....	.....	.....	.....	15	6	26
1897.....	.....	.....	.....	.....	20	.....	18	5	36
1898.....	.....	.....	4	2	18	1	17	6	26
1899.....	.....	.....	2	1	3	.....	26	7	30

TOA BAJA.

1890.....	.....	.....	1	.....	.....	.....	.....	6	.....
1891.....	.....	.....	7	.....	1	.....	.....	4	1
1892.....	.....	.....	.....	.....	3	.....	5	.....	1
1893.....	.....	.....	.....	.....	.....	.....	4	3	1
1894.....	5	.....	.....	.....	.....	.....	.....	1	.....
1895.....	12	1	.....	1	.....	1	6	3	5
1896.....	.....	.....	.....	.....	1	1	9	4	23
1897.....	.....	.....	1	.....	2	.....	8	3	40
1898.....	.....	.....	.....	2	8	.....	2	3	9
1899.....	.....	.....	.....	3	6	1	3	3	12

TRUJILLO ALTO.

1890.....	1	.....	1	.....	1	1	1	21	29
1891.....	.....	1	1	.....	.....	.....	1	16	19
1892.....	.....	.....	.....	.....	.....	.....	7	10	40
1893.....	.....	.....	1	.....	.....	.....	18	10	35
1894.....	3	.....	.....	.....	1	3	20	4	16
1895.....	2	.....	.....	.....	.....	2	1	9	13
1896.....	.....	.....	.....	.....	.....	1	8	5	12
1897.....	.....	.....	1	.....	18	1	7	9	33
1898.....	.....	.....	.....	.....	18	2	5	2	17
1899.....	.....	.....	.....	.....	6	.....	3	8	22

UTUADO.

1890.....	203	.....	2	.....	109	1	3	1	196
1891.....	121	3	1	.....	28	.....	3	35	145
1892.....	6	.....	17	1	180	.....	9	54	302
1893.....	.....	9	23	1	30	.....	8	105	292
1894.....	3	4	26	.....	15	1	12	97	403
1895.....	.....	4	30	1	93	.....	13	114	533
1896.....	.....	1	93	3	127	.....	12	87	480
1897.....	108	.....	81	.....	108	.....	12	85	560
1898.....	46	6	14	2	394	.....	11	63	992
1899.....	104	.....	34	13	1,036	.....	46	89	1,043

VEGA ALTA.

1890.....	.....	.....	.....	.....	.....	.....	18	2	4
1891.....	.....	.....	.....	.....	.....	.....	18	3	8
1892.....	.....	.....	.....	.....	1	.....	24	1	15
1893.....	.....	.....	2	.....	1	.....	29	2	34
1894.....	.....	.....	.....	.....	.....	.....	20	2	32
1895.....	.....	1	.....	.....	1	1	16	.....	32
1896.....	.....	.....	2	8	1	.....	18	2	29
1897.....	.....	.....	3	5	18	.....	29	.....	56
1898.....	.....	.....	1	1	17	.....	23	.....	48
1899.....	.....	.....	1	.....	54	.....	12	1	62

VEGA BAJA.

Year.	Smallpox.	Yellow fever.	Typhoid fever.	Meningitis.	Dysentery.	Diphtheria.	Tuberculosis.	Tetanus.	Anæmia.
1890.....	.....	.....	5	1	8	.....	29	28	46
1891.....	5	.....	2	4	.....	.....	29	17	9
1892.....	.....	1	.....	.....	.....	.....	31	28	10
1893.....	.....	.....	2	1	3	.....	17	17	24
1894.....	3	.....	3	6	.....	.....	16	30	20
1895.....	117	.....	1	6	.....	.....	22	24	7
1896.....	4	.....	.....	2	1	4	31	21	19
1897.....	.....	.....	.....	2	40	3	20	20	41
1898.....	.....	.....	1	5	19	.....	34	23	48
1899.....	1	.....	.....	4	26	.....	27	19	48

VIEQUES.

1890.....	.....	1	20	.....	31	.....	18	3	8
1891.....	.....	.....	20	.....	48	2	15	1	1
1892.....	.....	.....	15	.....	52	.....	23	1	.....
1893.....	.....	.....	10	.....	26	9	14	3	1
1894.....	.....	4	17	2	38	4	11	1	.....
1895.....	.....	.....	13	1	11	2	12	.....	2
1896.....	.....	.....	22	1	7	.....	22	.....	4
1897.....	.....	.....	13	.....	16	.....	10	1	7
1898.....	.....	.....	13	.....	28	.....	13	1	7
1899.....	.....	.....	14	.....	25	.....	17	.....	2

YAUCO.

1890.....	1	4	.....	2	.....	.....	99	13	35
1891.....	.....	3	.....	.....	.....	.....	70	31	30
1892.....	.....	4	.....	2	.....	.....	54	53	58
1893.....	.....	.....	.....	6	4	1	39	39	94
1894.....	.....	.....	3	4	49	4	61	21	43
1895.....	.....	.....	.....	1	17	.....	33	18	44
1896.....	.....	.....	.....	2	2	.....	72	9	48
1897.....	50	.....	2	7	1	.....	87	24	55
1898.....	193	.....	5	3	.....	.....	110	28	195
1899.....	20	.....	6	1	28	.....	83	34	263

All records for Yabucoa destroyed by hurricane.

The following is the aggregate for the island of the preceding tables, with the per cent of total deaths caused by each disease in each year:

Disease.	1890.		1891.		1892.		1893.		1894.	
	Number of deaths.	Per cent of total deaths.	Number of deaths.	Per cent of total deaths.	Number of deaths.	Per cent of total deaths.	Number of deaths.	Per cent of total deaths.	Number of deaths.	Per cent of total deaths.
Smallpox	2,362	8.9	664	2.08	61	0.25	11	0.05	372	1.5
Yellow fever	152	.57	97	.41	185	.78	133	.6	116	.47
Typhoid fever	409	1.5	369	1.56	364	1.53	331	1.5	365	1.48
Meningitis	256	.96	227	.96	264	1.11	297	1.34	261	1.06
Dysentery	518	1.95	377	1.06	557	2.35	405	1.83	661	2.67
Diphtheria	44	.16	43	.18	44	.18	38	.17	50	.2
Tuberculosis	1,754	6.6	1,528	6.47	1,683	7.1	1,706	7.7	1,978	8
Tetanus	966	3.7	898	3.8	1,043	4.4	1,012	4.58	991	4
Anæmia	3,450	13	2,994	12.7	3,508	14.8	3,240	14.2	3,448	13.96

Disease.	1895.		1896.		1897.		1898.		1899.	
	Num- ber of deaths.	Per cent of total deaths.	Num- ber of deaths.	Per cent of total deaths.	Num- ber of deaths.	Per cent of total deaths.	Num- ber of deaths.	Per cent o total deaths.	Num- ber of deaths.	Per cent of total deaths.
Smallpox	921	3.6	472	1.9	592	1.94	522	1.56	a 242	0.6
Yellow fever	360	1.4	76	.3	9	.03	23	.07	.0	0
Typhoid fever	347	1.35	479	1.94	405	1.32	416	1.24	346	.86
Meningitis	314	1.22	345	1.4	359	1.17	358	1.07	370	.92
Dysentery	969	3.78	867	3.52	1,974	6.47	1,913	5.74	3,568	8.94
Diphtheria	63	.24	43	.17	44	.14	67	.2	45	.11
Tuberculosis	1,814	7.08	1,836	7.46	1,938	6.35	2,094	6.28	1,910	4.8
Tetanus	950	3.71	870	3.53	794	2.6	888	2.66	1,084	2.71
Anæmia	3,520	13.75	3,904	15.87	4,723	15.48	7,369	22.13	8,977	22.5

a All but one previous to June 30, 1899.

Immediately previous to the month of October, 1899, owing to the demoralization consequent upon the hurricane, very incomplete reports were made to this board. It is therefore impossible to complete the statistics for the entire past year, and because of the impracticability of securing statistics of different diseases comparison is not possible.

The statistics here given are for the seven months ending April 30, 1900, only.

The total mortality for this period was 23,936, which is at the rate of 42 per 1,000 per annum. Stillbirths are not included in the following tables of deaths or births:

Month.	Number of deaths.	Rate per thousand per annum.
October	4,581	57
November	4,674	58
December	3,967	49
January	3,297	41
February	2,475	31
March	2,524	31
April	2,418	30

ZYMOTIC MORTALITY.

This class of diseases includes the ten commonly occurring and generally recognized infectious diseases, namely: Cerebro-spinal meningitis, typhoid fever, malarial fever, smallpox, scarlet fever, measles, erysipelas, whooping cough, diphtheria, and diarrheal diseases. No cases of yellow fever were reported.

There were 7,479 deaths during the seven months from this group, which was about 31.2 per cent of the total mortality.

During each of the months there were:

Month.	Average daily mor- tality from zymotic diseases.	Per cent of total mor- tality from zymotic diseases.	Deaths per 100,000 of population from zymotic diseases.
October	50.4	6.5	163
November	55.5	6.96	175
December	43.0	5.58	140
January	30.6	3.96	98
February	22.6	2.65	66
March	22.7	2.9	74
April	20.9	2.62	66

The following shows the number of deaths from each of the zymotic group in each of the seven months:

Month.	Cerebro-spinal meningitis.	Typhoid fever.	Malarial diseases.	Smallpox.	Scarlet fever.	Measles.	Erysipelas.	Whooping cough.	Diphtheria and croup.	Diarrheal diseases.	Total.
October.....	10	24	200	.....	.....	12	2	41	10	1,264	1,563
November.....	8	18	185	1	.....	8	2	47	6	1,391	1,666
December.....	2	17	252	.....	.....	5	2	39	4	1,015	1,336
January.....	4	15	228	.....	.....	7	.....	31	7	657	949
February.....	3	13	190	.....	1	3	6	14	5	399	634
March.....	1	21	233	.....	2	3	2	24	6	411	703
April.....	1	19	226	.....	.....	.....	1	20	1	360	628
Total.....	29	127	1,514	1	3	38	15	216	39	5,497	7,479

Per cent of total deaths from each disease of the zymotic group during seven months.

Cerebro-spinal meningitis.....	0.12
Typhoid fever.....	.53
Malarial diseases.....	6.32
Smallpox.....	.0
Scarlet fever.....	.01
Measles.....	.15
Erysipelas.....	.06
Whooping cough.....	.9
Diphtheria and croup.....	.15
Diarrheal diseases.....	22.9

The following shows the mortality by month from anemia, consumption, and certain other diseases specially classified:

Month.	Anemia.	Acute respiratory diseases.	Consumption.	Puerperal diseases.	Urinary diseases.	Circulatory system.	Nervous system.	Tetanus.	Cancer.	Accidents and violence.	Old age.	Unclassified.
October.....	1,270	174	142	62	30	53	95	119	16	30	60	791
November.....	1,296	207	145	72	42	59	82	157	10	13	61	665
December.....	1,153	217	138	70	32	42	96	108	16	24	47	571
January.....	902	219	111	58	26	63	97	116	20	26	51	577
February.....	624	154	133	70	19	62	68	106	11	27	55	430
March.....	602	197	130	47	18	72	73	123	16	27	73	408
April.....	609	195	126	39	15	62	69	89	12	33	53	415
Total.....	6,456	1,363	925	418	182	413	580	818	101	180	400	3,857

The following gives per cent of total mortality of each class, and number of deaths per 100,000 population for each class:

Disease.	Per cent of total mortality.	Deaths per 100,000 of population.
Anæmia.....	26.9	679
Acute respiratory diseases.....	5.69	143
Consumption.....	3.86	97
Puerperal diseases.....	1.74	44
Urinary diseases.....	.76	19
Circulatory system.....	1.72	43
Nervous system.....	2.42	61
Tetanus.....	3.41	86
Cancer.....	.42	10
Accident and violence.....	.75	18
Old age.....	1.67	42
Unclassified.....	16.11	406

The following table gives the number of deaths under 1 year, number under 5 years, and the number over 60 years, in each month, with per cent of total deaths:

Months.	Deaths under 1 year.	Total deaths.	Deaths under 5 years.	Total deaths.	Deaths over 60 years.	Total deaths.
		<i>Per cent.</i>		<i>Per cent.</i>		<i>Per cent.</i>
October	620	13.66	1,692	36.93	439	9.58
November	713	15.25	1,762	37.7	412	8.81
December	571	14.4	1,347	33.95	429	10.81
January	498	15.1	1,096	33.24	350	10.6
February	372	15.0	800	32.32	303	11.83
March	406	16.08	839	33.24	315	12.48
April	367	15.17	730	30.19	310	13.19

The total deaths under one year for the seven months was 3,547, which was 14.81 per cent of total deaths.

The deaths under five years for the same period were 8,266, which was 34.53 per cent of total deaths.

The deaths over sixty years for the same period were 2,558, which was 10.68 per cent of the total mortality.

Consolidated report of vital statistics of Porto Rico for October, November, and December, 1899.

OCTOBER.

		Deaths from important causes.																															
	Population, 1899.	Total deaths.	Total marriages.	Total births.	Stillbirths.	Under 1 year.	Under 5 years.	Over 60 years.	Cerebro-spinal meningitis.	Typhoid fever.	Yellow fever.	Malarial diseases.	Smallpox.	Scarlet fever.	Measles.	Erysipelas.	Whooping cough.	Croup and diphtheria.	Dysentery.	Anæmia.	Acute respiratory diseases.	Consumption.	Puerperal diseases.	Digestive system.	Urinary system.	Circulatory system.	Nervous system.	Tetanus.	Cancer.	Accidents and violence.	Old age.	Unclassified.	
Adjuntas	19,484	218	9	28	12	10	68	26	0	0	0	0	0	0	0	4	0	2	0	70	13	9	1	1	0	0	11	0	0	0	1	3	
Aibonito	8,596	218	0	28	0	17	36	14	0	0	0	1	0	0	1	0	0	0	0	11	7	5	3	18	0	3	4	1	1	0	1	16	
Agüada	10,531	83	0	23	0	5	27	2	0	0	0	0	0	0	0	0	0	0	0	12	0	0	0	8	0	0	0	0	0	0	0	1	
Aguadilla	17,890	42	12	8	1	8	17	2	0	0	0	0	0	0	0	0	0	0	0	2	0	1	0	0	0	0	0	0	0	0	0	0	
Aguas Buenas	7,977	40	8	20	0	5	27	2	0	0	0	0	0	0	0	0	0	0	2	0	1	3	0	0	0	0	0	0	0	0	0	0	
Añasco	13,311	80	3	78	2	11	24	14	0	0	0	4	0	0	0	0	0	0	36	78	4	7	0	42	0	0	0	0	0	0	0	0	
Arrecibo	96,910	201	5	70	2	11	93	14	0	0	0	5	0	0	0	0	1	0	5	2	0	0	0	4	0	0	0	0	0	0	0	0	
Arroyo	4,866	25	1	14	1	3	10	5	0	0	0	0	0	0	0	0	0	0	42	12	2	0	0	4	0	0	0	0	0	0	0	0	
Barranquitas	8,103	73	2	15	0	8	25	8	0	0	0	0	0	0	0	0	0	0	9	64	6	3	0	9	0	0	0	0	0	0	0	0	
Barros	9,957	95	3	25	2	13	32	9	0	0	0	0	0	0	0	0	0	0	4	54	3	3	1	7	0	0	0	0	0	0	0	0	
Barcelonaeta	9,357	78	0	26	0	8	21	8	0	0	0	0	0	0	0	0	0	0	14	3	4	4	1	5	0	0	0	0	0	0	0	0	
Bayamon	19,940	85	2	24	0	17	35	8	0	0	0	0	0	0	0	0	0	0	9	6	3	2	4	1	0	0	0	0	0	0	0	0	
Carolina	11,965	31	2	11	0	8	12	2	0	0	0	0	0	0	0	0	0	0	14	3	4	4	1	7	0	0	0	0	0	0	0	0	
Caguas	19,857	116	0	0	0	20	55	1	0	0	0	0	0	0	0	0	0	0	39	25	2	0	4	0	0	0	0	0	0	0	0	0	
Giles	18,115	218	3	25	0	29	80	13	0	0	0	1	0	0	0	0	0	0	117	73	2	0	3	0	0	0	0	0	0	0	0	0	0
Camuy	10,887	52	0	14	0	10	29	4	0	0	0	0	0	0	0	0	0	0	0	8	0	0	0	26	0	0	0	0	0	0	0	0	
Corozal	11,508	78	5	23	3	9	31	4	0	0	0	3	0	0	0	0	1	0	35	13	7	3	1	2	2	0	0	0	0	0	1	3	
Cabo Rojo	16,154	43	6	38	0	2	12	6	0	0	0	0	2	0	0	0	0	0	0	7	0	7	3	2	4	0	0	0	0	0	0	0	
Coamo	15,144	35	1	32	3	6	17	0	0	0	0	6	0	0	0	0	0	0	3	37	3	2	7	3	0	3	2	2	0	0	0	2	
Cayeay	1,442	82	7	28	6	9	25	11	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2	4	0	3	2	0	0	0	0	0	
Cidra	7,552	46	4	26	4	5	11	1	0	0	0	0	0	0	0	0	0	0	1	33	0	1	0	7	0	0	0	0	1	0	1	2	
Comerio	8,249	46	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	
Culebra	704	2	1	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	2	1	0	1	0	0	0	0	0	0	0	0	0	0	
Dorado	8,804	90	8	11	3	5	19	3	0	0	0	5	0	0	0	0	0	4	0	0	3	1	0	2	0	1	0	1	0	0	0	0	
Fajardo	16,782	80	0	0	0	19	37	3	0	0	0	0	0	0	0	0	0	0	7	0	2	0	21	4	0	0	0	0	0	0	0	0	
Guayama	12,749	56	0	0	0	0	21	2	0	0	0	8	0	0	0	0	0	0	0	15	1	3	0	0	2	0	0	0	0	0	0	0	0
Guayanilla	9,540	54	5	27	0	8	16	4	0	0	0	0	0	0	0	0	0	0	0	7	0	1	0	0	4	0	0	0	0	0	0	0	0
Guarabo	8,700	30	2	28	0	9	16	4	0	0	0	0	0	0	0	0	0	0	0	6	1	2	0	0	2	0	0	0	0	0	0	0	0
Matillo	10,449	49	2	30	0	9	17	11	0	0	0	0	0	0	0	0	0	0	18	6	0	1	0	0	0	0	0	0	0	0	0	0	0

OCTOBER—Continued.

Deaths from important causes.																																	
Population, 1899.	Total deaths.	Total marriages.	Total births.	Stillbirths.	Under 1 year.	Under 5 years.	Over 60 years.	Deaths from important causes.																Unclassified.									
								Cerebro-spinal meningitis.	Typhoid fever.	Yellow fever.	Malarial diseases.	Smallpox.	Scarlet fever.	Measles.	Erysipelas.	Whooping cough.	Croup and diphtheria.	Dysentery.	Anæmia.	Acute respiratory diseases.	Consumption.	Puerperal diseases.	Digestive system.		Urinary system.	Circulatory system.	Nervous system.	Tetanus.	Cancer.	Accidents and violence.	Old age.		
Hato Grande.....	13,433	39	9	44	0	9	11	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	10			
Humacao.....	14,313	67	8	32	2	15	22	15	0	5	0	5	0	0	0	0	0	0	0	4	17	4	1	1	5	0	4	0	0	0	13		
Isabela.....	14,888	98	2	18	0	14	40	13	0	0	0	0	0	0	0	0	0	0	1	16	2	1	0	0	0	0	0	0	14	2	43		
Juana Diaz.....	27,896	140	4	0	0	15	57	17	0	0	0	45	0	0	0	0	0	2	0	0	0	6	9	0	26	0	0	0	0	0	9		
Juncos.....	8,429	38	0	2	0	1	16	0	0	0	0	0	0	0	0	0	0	0	0	12	1	3	3	9	0	0	0	0	0	0	9		
Lares.....	20,883	224	6	49	9	18	66	21	0	0	0	0	0	0	0	0	0	0	0	12	145	11	0	26	1	2	8	2	11	0	6		
Las Marias.....	11,279	59	0	9	5	3	16	5	0	0	0	1	0	0	0	0	0	1	7	13	5	2	4	0	0	3	0	1	0	0	17		
Lajas.....	8,789	28	2	26	0	3	9	5	0	0	0	0	0	0	0	0	0	0	1	8	0	0	0	0	0	0	0	0	0	0	8		
Loiza.....	12,522	46	2	11	0	7	19	3	0	0	0	1	0	0	0	0	0	1	4	16	4	0	0	6	0	2	0	3	0	0	9		
Manati.....	13,989	158	17	58	12	34	71	13	0	0	0	6	0	0	0	0	0	5	0	14	21	10	8	2	30	2	7	8	1	5	0	30	
Morovis.....	38,915	64	1	9	0	8	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	3	
Mayaguez.....	8,312	38	1	8	0	2	11	4	0	2	0	13	0	0	0	0	0	0	1	7	1	0	4	0	2	0	2	0	0	0	0	13	
Maricao.....	6,221	121	2	11	1	3	24	15	0	0	0	0	0	0	0	0	0	0	0	45	70	2	1	3	8	0	0	0	0	0	0	3	
Mauabo.....	12,410	46	6	16	3	9	20	4	0	0	0	0	0	0	0	0	0	1	1	12	6	2	2	6	0	0	0	4	0	0	0	11	
Moca.....	10,873	41	2	13	1	5	12	4	0	0	0	0	0	0	0	0	0	0	0	7	11	2	1	5	0	3	2	1	0	0	0	8	
Naguabo.....	8,101	41	2	13	1	5	12	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Naranjito.....	11,163	41	2	13	1	5	12	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Patillas.....	12,129	41	2	13	1	5	12	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Peñuelas.....	8,602	22	3	27	0	0	3	4	0	0	0	2	0	0	0	0	0	0	0	6	1	2	0	0	0	0	1	0	1	0	0	8	
Piedras.....	55,477	254	33	75	26	49	107	30	4	1	0	17	0	0	0	0	0	2	0	19	24	11	27	1	74	6	2	7	4	2	1	52	
Ponce.....	71,432	32	3	6	0	9	15	3	0	0	0	0	0	0	0	0	0	1	0	6	1	1	0	2	0	1	0	0	0	0	0	15	
Quebradillas.....	12,365	30	6	10	0	9	21	3	0	0	0	1	0	0	0	0	0	4	0	0	13	6	6	1	13	1	0	0	0	0	0	12	
Rio Grande.....	13,760	58	3	6	6	6	20	5	0	0	0	1	0	0	0	0	0	0	3	2	0	2	1	0	0	0	2	0	0	0	0	0	12
Rio Piedras.....	6,641	23	1	29	0	4	10	4	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rincon.....	16,412	49	1	25	3	7	25	1	0	0	0	1	0	0	0	0	0	0	0	20	3	2	0	11	0	1	4	3	0	0	0	4	0
San Sebastian.....	10,560	49	1	25	3	7	25	1	0	0	0	1	0	0	0	0	0	0	0	5	58	7	6	3	5	0	2	0	2	0	0	4	0
Sabana Grande.....	20,246	122	13	63	0	8	26	16	0	1	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	1	4	3	0	0	0	25	0
San German.....	5,731	24	2	11	1	3	9	3	0	0	0	4	0	0	0	0	0	0	3	3	0	0	0	0	0	0	0	0	0	0	0	12	0
Salinas.....	12,522	46	2	11	0	7	19	3	0	0	0	1	0	0	0	0	0	1	4	16	4	0	0	6	0	2	0	3	0	0	0	9	0

Consolidated report of vital statistics of Porto Rico for October, November, and December, 1899—Continued.

NOVEMBER—Continued.

	Population, 1899.	Total deaths.	Total marriages.	Total births.	Stillbirths.	Under 1 year.	Under 5 years.	Over 60 years.	Deaths from important causes.																							
									Cerebro-spinal meningitis.	Typhoid fever.	Yellow fever.	Malarial diseases.	Smallpox.	Scarlet fever.	Measles.	Erysipelas.	Whooping cough.	Croup and diphtheria.	Dysentery.	Anæmia.	Acute respiratory diseases.	Consumption.	Puerperal diseases.	Digestive system.	Urinary system.	Circulatory system.	Nervous system.	Tetanus.	Cancer.	Accidents and violence.	Old age.	Unclassified.
Las Marias.....	11,279	83	1	10	0	11	35	4	3	0	0	4	0	0	0	0	0	0	1	15	19	10	0	6	2	0	0	0	0	2	19	
Lajas.....	8,789	29	4	23	0	8	10	4	0	1	0	0	0	0	0	0	1	0	1	2	0	0	0	1	2	0	0	0	0	3	13	
Loiza.....	12,522	65	7	26	1	15	30	9	0	0	0	1	0	0	0	0	5	0	8	20	3	2	0	8	0	2	6	1	0	7	2	
Manatí.....	13,989	65	7	26	1	15	30	9	0	0	0	1	0	0	0	0	5	0	8	20	3	2	0	8	0	2	6	1	0	7	2	
Morovis.....	11,309	62	9	56	11	27	64	25	0	0	0	7	1	10	22	10	19	3	35	4	5	2	8	1	1	0	27	1	0	0	27	
Mayaguez.....	38,915	162	9	14	0	16	32	8	0	0	0	9	0	0	0	0	2	0	4	0	0	2	0	4	0	0	0	0	0	2	1	
Mayaguez.....	8,302	84	0	14	0	3	13	1	0	0	0	0	0	0	0	0	0	0	17	38	0	1	4	0	0	0	0	0	0	4	12	
Maricao.....	6,221	37	1	13	0	3	10	26	8	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	4	4	
Moca.....	12,410	80	3	10	3	10	26	8	0	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	4	4	
Moca.....	10,873	49	4	5	0	5	19	5	0	0	0	2	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Naguabo.....	10,873	49	4	5	0	5	19	5	0	0	0	2	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Naguabo.....	8,101	35	3	3	1	3	14	1	0	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Naranjito.....	8,101	35	3	3	1	3	14	1	0	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Narajito.....	8,101	35	3	3	1	3	14	1	0	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Patillas.....	11,163	35	3	3	1	3	14	1	0	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Patillas.....	11,163	35	3	3	1	3	14	1	0	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Pedraza.....	12,129	35	3	3	1	3	14	1	0	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Pedraza.....	8,602	35	3	3	1	3	14	1	0	0	0	0	0	0	0	0	0	0	3	14	6	2	0	9	0	0	0	0	0	0	9	
Ponce.....	55,477	251	13	78	12	51	105	28	0	1	0	10	0	0	1	0	0	0	7	21	10	16	1	86	3	9	6	8	0	3	55	
Quebradillas.....	7,482	36	3	8	0	4	15	6	0	0	0	0	0	0	1	0	0	0	3	2	3	0	2	8	0	0	1	2	0	0	33	
Rio Grande.....	12,385	55	2	11	0	14	28	4	0	0	0	0	0	0	0	0	0	0	3	2	3	0	2	8	0	0	1	2	0	0	33	
Rio Piedras.....	13,760	51	6	9	6	5	18	10	0	1	0	1	0	0	0	0	0	1	8	0	1	0	3	0	10	1	0	0	0	0	16	
Rincon.....	6,641	36	0	19	0	9	14	1	0	0	0	0	0	0	1	0	0	1	8	0	1	0	3	0	0	0	6	0	0	0	16	
San Sebastian.....	16,412	36	0	19	0	9	14	1	0	0	0	0	0	0	1	0	0	1	8	0	1	0	3	0	0	0	6	0	0	0	16	
San Sabana Grande.....	10,560	45	5	21	1	4	18	8	0	0	0	5	0	0	0	0	0	0	3	14	3	1	1	1	3	2	1	0	0	1	6	
San German.....	20,246	95	9	64	0	14	29	12	0	1	0	5	0	0	0	0	0	0	7	35	4	8	1	7	0	3	3	0	0	3	14	
San German.....	5,731	20	4	12	0	9	14	0	0	0	0	0	0	0	0	0	0	0	2	2	0	0	0	3	0	0	3	0	0	0	8	
Salinas.....	32,048	100	20	74	5	18	34	15	0	2	0	6	0	0	0	0	0	2	0	5	9	9	2	18	1	9	1	2	0	0	28	
San Juan.....	32,048	100	20	74	5	18	34	15	0	2	0	6	0	0	0	0	0	2	0	5	9	9	2	18	1	9	1	2	0	0	28	
Santa Isabel.....	4,858	26	0	9	1	4	7	3	0	0	0	7	0	0	0	0	0	0	1	3	0	2	1	5	1	0	1	1	0	0	1	
Toe Alta.....	7,908	26	0	9	1	4	7	3	0	0	0	7	0	0	0	0	0	0	1	3	0	2	1	5	1	0	1	1	0	0	1	
Toe Baja.....	4,080	10	1	11	0	3	6	2	0	0	0	0	0	0	0	0	0	0	3	1	0	0	1	0	0	0	2	1	0	0	1	
Trujillo Alto.....	5,683	11	2	5	0	3	4	0	0	0	0	0	0	0	0	0	0	0	3	1	0	0	0	0	0	0	1	0	0	0	1	
Truado.....	43,860	454	3	61	0	53	152	24	0	0	0	8	0	0	0	0	0	0	173	202	6	1	4	22	10	0	4	1	3	0	0	16

Consolidated report of vital statistics of Porto Rico for January, February, March, and April, 1900—Continued.

JANUARY—Continued.

	Population, 1899.	Total deaths.	Total marriages.	Total births.	Stillbirths.	Under 1 year.	Under 5 years.	Over 60 years.	Deaths from important causes.																									
									Cerebro-spinal meningitis.	Typhoid fever.	Yellow fever.	Malarial diseases.	Smallpox.	Scarlet fever.	Measles.	Erysipelas.	Whooping cough.	Croup and diphtheria.	Dysentery.	Anæmia.	Acute respiratory diseases.	Consumption.	Puerperal diseases.	Digestive system.	Urinary system.	Circulatory system.	Nervous system.	Tetanus.	Cancer.	Accidents and violence.	Old age.	Unclassified.		
Hato Grande.....	14,433	48	4	18	0	3	14	6	1	0	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1			
Humacao.....	14,313	73	5	24	0	16	30	7	0	0	0	29	0	0	0	0	0	0	0	5	16	2	4	1	0	0	0	0	0	0	0	13		
Isabela.....	14,383	41	5	11	0	15	30	10	0	0	0	0	0	0	0	0	1	0	5	17	3	0	0	0	0	0	0	0	0	0	0	8		
Juana Diaz.....	27,896	89	3	54	0	11	30	7	0	0	0	0	0	0	0	0	0	0	0	3	44	8	9	0	0	0	0	0	0	0	0	7		
Juncos.....	8,429	38	14	8	1	8	22	11	2	0	0	0	0	0	0	0	0	0	3	44	8	9	0	0	0	0	0	0	0	0	0	3		
Lares.....	20,883	83	6	35	0	9	22	11	0	0	0	0	0	0	0	0	0	0	3	44	8	9	0	0	0	0	0	0	0	0	0	3		
Las Marias.....	11,279	45	2	17	9	7	16	3	1	0	0	0	0	0	0	0	0	2	10	12	8	1	0	0	0	0	0	0	0	0	0	18		
Las Marias.....	8,789	34	2	26	0	7	13	6	0	0	0	0	0	0	0	0	1	0	1	8	2	0	0	0	0	0	0	0	0	0	0	5		
Lajas.....	12,522	17	0	2	0	8	8	2	0	0	0	0	0	0	0	0	0	0	0	2	1	0	0	0	0	0	0	0	0	0	0	3		
Loiza.....	13,989	36	2	18	1	8	17	1	0	0	0	3	0	0	0	0	0	0	0	2	15	2	6	1	0	0	0	0	0	0	0	45		
Manati.....	11,309	33	2	22	0	4	8	4	0	0	0	7	0	0	0	0	0	0	0	2	15	3	0	0	0	0	0	0	0	0	0	0		
Morovis.....	38,915	159	14	88	7	28	57	22	0	0	0	0	0	0	0	0	0	0	0	7	38	11	0	0	0	0	0	0	0	0	0	0		
Mayaguez.....	8,312	51	0	23	0	8	20	0	0	0	0	0	0	0	0	0	0	0	0	1	48	0	0	0	0	0	0	0	0	0	0	13		
Maicao.....	6,221	23	1	13	5	3	8	0	0	0	0	17	0	0	0	0	0	0	0	0	5	0	0	0	0	0	0	0	0	0	0	2		
Manabo.....	12,410	23	1	8	3	6	14	6	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0		
Moca.....	10,873	50	1	8	3	9	14	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
Naguabo.....	8,101	14	0	2	3	1	4	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	38		
Naranjito.....	11,163	61	1	10	0	9	26	7	0	0	0	3	0	0	0	0	0	0	0	0	6	5	0	0	0	0	0	0	0	0	0	4		
Patillas.....	12,129	43	4	43	0	4	15	7	0	0	0	3	0	0	0	0	0	0	0	0	6	5	0	0	0	0	0	0	0	0	0	21		
Peñuelas.....	8,602	20	0	2	0	2	56	33	0	0	0	9	0	0	0	0	0	0	2	5	9	14	21	5	70	3	6	17	2	1	0	5		
Piedras.....	55,477	202	41	94	15	26	11	1	0	0	0	0	0	0	0	0	0	0	0	2	5	9	14	21	5	70	3	6	17	2	1	0		
Ponce.....	7,432	20	0	9	0	6	11	1	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	5		
Quebradillas.....	12,365	50	1	18	0	6	29	5	0	0	0	12	0	0	0	0	0	0	0	0	15	5	0	0	0	0	0	0	0	0	0	5		
Rio Grande.....	13,760	32	2	8	5	5	10	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	10		
Rio Piedras.....	6,641	16	3	15	0	3	5	0	0	0	0	0	0	0	0	0	0	0	0	0	15	2	4	0	0	0	0	0	0	0	0	4		
Rincon.....	16,412	46	3	22	5	4	8	7	0	0	0	0	0	0	0	0	0	0	0	4	20	4	2	4	0	0	0	0	0	0	0	0		
San Sebastian.....	10,560	30	1	25	1	4	9	3	0	0	0	5	0	0	0	0	0	0	0	1	7	2	2	4	1	0	0	0	0	0	0	0		
Sabana Grande.....	20,246	68	4	57	0	14	24	9	0	0	0	0	0	0	0	0	0	0	0	1	7	2	2	4	1	0	0	0	0	0	0	2		
San German.....	5,731	21	3	5	0	5	9	9	0	0	0	0	0	0	0	0	0	0	0	2	25	0	3	0	0	0	0	0	0	0	0	14		
Sinclair.....	6,731	21	3	5	0	5	9	9	0	0	0	0	0	0	0	0	0	0	0	2	25	0	3	0	0	0	0	0	0	0	0	13		

FEBRUARY.

[illegible]

Consolidated report of vital statistics of Porto Rico for January, February, March, and April, 1900—Continued.

FEBRUARY—Continued.

	Population, 1899.	Deaths from important causes.		Total deaths.	Total marriages.	Total births.	Stillbirths.	Under 1 year.	Under 5 years.	Over 60 years.	Deaths from important causes.																Unclassified.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																									
		Cerebro-spinal meningitis.	Typhoid fever.								Yellow fever.	Malarial diseases.	Smallpox.	Scarlet fever.	Measles.	Erysipelas.	Whooping cough.	Croup and diphtheria.	Dysentery.	Anemia.	Acute respiratory diseases.	Consumption.	Puerperal diseases.	Digestive system.	Urinary system.	Circulatory system.		Nervous system.	Tetanus.	Cancer.	Accidents and violence.	Old age.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
Las Marias.....	11,279	29	18	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Consolidated report of vital statistics of Porto Rico for January, February, March, and April, 1900—Continued.

MARCH—Continued.

	Population, 1899.	Total deaths.	Total marriages.	Total births.	Stillbirths.	Under 1 year.	Under 5 years.	Over 60 years.	Deaths from important causes.															Unclassified.								
									Cerebro-spinal meningitis.	Typhoid fever.	Yellow fever.	Malarial diseases.	Smallpox.	Scarlet fever.	Measles.	Erysipelas.	Whooping cough.	Croup and diphtheria.	Dysentery.	Anæmia.	Acute respiratory diseases.	Consumption.	Puerperal diseases.		Digestive system.	Urinary system.	Circulatory system.	Nervous system.	Tetanus.	Cancer.	Accidents and violence.	Old age.
Maricao.....	8,312	27	2	12	1	6	15	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Mannabo.....	6,221	26	5	7	0	1	3	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Moca.....	12,410	16	4	5	7	3	3	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Naguabo.....	10,873	31	8	20	5	6	19	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Narajito.....	8,101	17	0	5	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Patillas.....	11,163	46	2	11	0	9	19	1	0	0	0	24	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Penuelas.....	12,129	24	2	44	0	4	9	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Piedras.....	8,602	226	34	114	24	41	72	33	0	2	0	20	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Ponce.....	55,477	7	2	9	0	0	1	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Quebradillas.....	7,432	43	6	10	1	9	20	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rio Grande.....	12,365	16	7	19	0	3	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rio Piedras.....	13,760	43	6	10	1	9	20	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rincon.....	6,641	7	9	20	0	2	6	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
San Sebastian.....	16,412	27	9	20	0	2	6	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Sabana Grande.....	10,560	34	2	46	0	5	17	4	0	0	0	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
San German.....	20,246	40	6	52	0	5	7	10	0	0	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Salinas.....	6,731	18	1	10	1	4	34	22	0	0	0	8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
San Juan.....	32,048	123	22	75	6	21	34	22	0	2	0	9	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Santa Isabel.....	4,858	14	0	13	2	2	6	6	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Santa Rosa.....	7,908	30	0	9	0	3	13	6	0	0	0	8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Toa Alta.....	4,030	9	1	7	0	0	5	13	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Toa Baja.....	5,683	133	8	74	0	28	37	13	0	0	0	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Trujillo Alto.....	43,860	9	1	8	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Utuda.....	6,107	10	1	12	0	0	4	9	0	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vega Alta.....	10,305	31	3	18	0	4	9	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vega Baja.....	5,938	15	5	27	1	4	6	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Vieques.....	13,905	27	4	18	1	3	6	7	0	0	0	8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Yabucoa.....	27,119	92	7	75	0	19	28	7	0	0	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Birth returns during the seven months ending April 30, 1900, show the following (premature and still births are not included):

Month.	Legitimate.		Illegitimate.	
	Male.	Female.	Male.	Female.
October	429	384	307	290
November	431	413	292	316
December	474	389	336	378
January	478	425	400	367
February	540	481	441	441
March	522	477	458	475
April	437	378	359	357

The number of stillbirths was 746.

The preceding table, aggregated for the seven months, results as follows:

Class.	Male.	Female.	Total.
Legitimate	3,311	2,947	6,258
Illegitimate	2,593	2,624	5,217
Total	5,904	5,571	11,475

There were 2,024 marriages reported during this period.

The relation of births to deaths and of illegitimate to legitimate births is herewith shown:

Month.	Total deaths.	Total births.	Per cent of total births to total deaths.	Per cent of illegitimate to total births.
October	4,581	1,410	30.7	42.3
November	4,674	1,452	31.0	41.8
December	3,967	1,577	39.7	45.2
January	3,297	1,670	50.6	45.8
February	2,475	1,903	76.8	46.3
March	2,524	1,932	76.5	48.2
April	2,418	1,531	63.3	46.7
Total	23,936	11,475	47.9	45.4

Reports, especially of births, have been very inaccurate. Existing conditions are responsible for this inaccuracy. This table shows that the births were but 50 per cent of the deaths, when, as a matter of fact, births, without doubt, exceed the deaths. The per cent of illegitimate to total births is probably greater than reported.

The following table shows the number of deaths, births, and marriages in each municipality for the years from 1888 to 1898, inclusive:

Town.	Births.			Deaths.			Total marriages.
	Male.	Female.	Total.	Male.	Female.	Total.	
Adjuntas	3,978	3,755	7,733	3,237	2,911	6,148	1,054
Aguada	2,148	2,142	4,290	2,051	1,780	4,051	711
Aguadilla	1,407	1,366	2,773	2,373	2,446	4,819	939
Aguas Buenas	1,234	1,139	2,373	1,089	901	1,990	471
Aibonito	1,598	1,567	3,165	1,074	1,019	2,093	390
Añasco	2,992	2,963	5,955	2,743	2,667	5,410	692
Arecibo	5,468	5,759	11,227	5,768	5,228	10,996	1,243

Town.	Births.			Deaths.			Total marriages.
	Male.	Female.	Total.	Male.	Female.	Total.	
Arroyo	531	580	1,111	896	846	1,742	139
Barranquitas	1,283	1,276	2,559	818	728	1,546	603
Barros	1,997	1,885	3,882	1,566	1,247	2,813	844
Bayamón	1,097	1,059	2,156	3,110	2,870	5,980	798
Cabo Rojo	3,231	3,085	6,316	2,731	2,605	5,336	721
Caguas	1,928	1,754	3,682	2,922	2,766	5,688	685
Camuy	1,756	1,699	3,455	1,166	1,111	2,277	680
Carolina	1,076	1,005	2,081	1,391	1,232	2,623	404
Cayey	1,339	1,566	2,905	2,510	2,332	4,842	448
Ciales	2,594	2,448	5,042	2,197	1,964	4,161	982
Cidra	1,401	1,173	2,574	1,121	983	2,104	411
Coamo	2,327	2,211	4,538	1,777	1,666	3,443	536
Comerio	1,652	1,591	3,243	1,082	1,073	2,115	326
Corozal	1,661	1,437	3,098	1,148	1,074	2,222	766
Culebra	59	53	112	44	35	79	.....
Dorado	650	597	1,247	534	493	1,027	96
Fajardo	3,465	3,332	6,797	3,508	3,180	6,688	621
Guayama	1,066	976	2,042	2,608	2,496	5,104	313
Guayanilla	1,421	1,376	2,797	1,366	1,276	2,642	843
Gurabo	760	692	1,452	1,125	1,034	2,159	345
Hatillo	1,633	1,573	3,206	1,100	1,078	2,178	510
Hato Grande	2,580	2,373	4,953	1,957	1,765	3,722	598
Hormigueros	522	500	1,022	604	545	1,149	140
Humacao	1,981	1,820	3,801	2,584	2,175	4,759	375
Isabela	1,480	1,446	2,926	1,680	1,648	3,328	695
Juana Díaz	4,274	4,133	8,407	4,258	3,979	8,237	647
Juncos	1,194	1,169	2,363	1,469	1,453	2,922	240
Lares	1,839	1,759	3,598	1,352	1,260	2,612	364
Las Marías	3,574	3,436	7,010	4,128	3,751	7,879	1,454
Las Piedras	1,010	908	1,918	1,650	1,543	3,193	608
Loíza	1,384	1,186	2,570	1,413	1,350	2,763	359
Luquillo	473	467	940	1,046	912	1,958	177
Manatí	3,711	3,458	7,169	3,927	3,638	7,565	978
Maricao	2,114	2,018	4,132	2,072	1,839	3,911	274
Maunabo	1,039	1,006	2,045	1,254	1,121	2,375	216
Mayaguez	4,272	4,141	8,413	6,986	6,363	13,349	1,417
Moca	1,412	1,427	2,839	1,972	1,780	3,752	874
Morovis	1,644	1,494	3,138	1,201	1,115	2,316	517
Naguabo	1,898	1,761	3,659	1,727	1,532	3,259	466
Naranjito	1,576	1,507	3,082	846	728	1,574	420
Patillas	1,334	1,248	2,582	2,320	2,094	4,414	265
Peñuelas	2,725	2,506	5,231	1,674	1,604	3,278	409
Ponce	5,949	6,155	12,104	9,244	8,382	17,626	1,719
Quebradillas	797	784	1,581	945	961	1,906	619
Rincón	1,390	1,253	2,643	1,018	930	1,948	408
Rio Grande	306	278	584	1,237	1,146	2,383	271
Rio Piedras	727	609	1,336	2,052	1,805	3,857	334
Sabana Grande	1,997	1,852	3,849	1,998	1,918	3,916	646
Salinas	803	698	1,501	899	530	1,429	144
San Germán	3,926	3,755	7,681	3,999	3,680	7,679	1,231
San Juan	3,937	4,052	7,989	5,975	4,461	10,436	1,166
San Sebastian	2,640	2,267	4,907	2,106	1,945	4,051	1,103
Santa Isabel	852	791	1,643	673	577	1,250	204
Toa Alta	1,138	1,210	2,348	1,012	951	1,963	296
Toa Baja	729	655	1,384	513	493	1,006	92
Trujillo Alto	507	489	996	616	536	1,152	171
Utüado	8,999	8,170	17,169	8,781	8,010	16,791	2,692
Vega Alto	952	915	1,867	812	818	1,630	199
Vega Baja	1,806	1,788	3,594	1,737	1,620	3,357	441
Vieques	1,025	896	1,921	1,284	1,080	2,364	134
Yabucoa	1,616	1,537	3,153	2,666	2,493	5,159	22
Yauco	5,293	5,302	10,595	5,486	5,166	10,652	976
Total	139,176	133,278	272,454	152,225	138,938	291,166	40,385

CLIMATE.

Meteorological data for the year ending May 31, 1900.

[From records of local section of Weather Bureau, in charge of R. M. Geddings, director.]

	Barometer.			Humidity.		Temperature.			
	Mean.	High- est.	Lowest.	Mean rela- tive.	Dew- point.	Mean.	High- est.	Lowest.	Great- est daily range.
1899.									
June	30.03	30.09	29.96	82	73	78.5	95	60	32
July	30.00	30.08	29.92	80	73	79.3	95	58	29
August	29.95	30.03	29.27	81	74	79.3	96	52	37
September	29.96	30.06	29.72	81	74	79.4	97	58	32
October	29.90	29.98	29.77	82	73	78.3	95	58	28
November	29.93	30.03	29.76	85	73	77.5	95	55	33
December	29.97	30.07	29.87	74	67	73.9	94	46	41
1900.									
January	30.01	30.07	29.91	82	69	74.2	93	48	37
February	30.06	30.12	29.99	75	67	74.1	98	46	41
March	30.04	30.18	29.92	71	66	74.6	98	43	45
April	29.99	30.10	29.86	75	69	77.1	96	51	35
May	30.00	30.09	29.92	79	72	79.3	97	60	30
Average	29.98	30.07	29.82	78.9	70	77.1	95.7	53	35

	Sky.			Total pre- cipitation.	Wind.	
	Clear days.	Partly cloudy.	Cloudy.		Prevailing direc- tion.	Total movement.
1899.				<i>Inches.</i>		<i>Miles.</i>
June	11	12	7	7.07	E. and NE	4,838
July	11	10	10	7.94	NE	6,078
August	11	8	12	16.11	E	5,743
September	14	7	9	9.74	E	5,686
October	11	9	11	9.63	NE. and SE	5,793
November	13	10	7	10.11	NE. and SE	6,841
December	20	6	5	2.80	NE	7,432
1900.						
January	16	10	5	4.47	NE	8,194
February	18	7	3	4.46	NE	7,842
March	19	7	5	1.91	NE	10,213
April	14	10	6	7.69	NE	9,227
May	14	11	6	6.99	E	8,950
Average	14	9	7	7.41	NE	7,236

NOTE.—The barometer, humidity, and total wind movement records are for San Juan only.

DISEASES.

SMALLPOX.

Smallpox has never been absent from Porto Rico and has frequently been epidemic.

The average annual number of deaths for the past ten years was 621, the greatest number, 2,362, occurring in 1890, and the least, 11, in 1893. In 1899 there were about 50 per cent less deaths than in any of the three preceding years. This decrease was due to the general vaccination of the island, which was concluded June 30 of that year; 860,000 vaccinations were performed, under direction of the chief surgeon of the department, during the four months preceding this date. All the deaths reported in 1899 from smallpox except one occurred prior to the day on which the work was concluded. At the rate of 242 for the first six months the annual deaths would have been practically the same as in the preceding three years.

During the seven months covered by these statistics but one death has occurred from this cause. This in November in the district of Ponce.

There is now no danger of an epidemic in Porto Rico, and sporadic cases have become comparatively infrequent. There have been reported monthly to the board from one to five cases during this period, but recovery has taken place except in the one case above referred to.

In order to maintain the island in this condition of immunity the superior board of health secured the issue of General Order, 170, and Circular 44, series 1899. If the provisions of these are carried out it will effectually insure the country from any future dangerous outbreak of smallpox.

TETANUS.

Tetanus caused 818 deaths during the seven months, or 3.41 per cent of total mortality.

There has been very little variation in the rate for the past ten years.

The proportion of tetanus neonatorum to the total was not ascertained, nor the race particularly affected. But it is estimated from reliable information and reports that fully 90 per cent is due to infection through the umbilical cords of new-born infants. This large proportion is entirely preventable, being due simply to the intense ignorance of those in attendance at birth.

Conditions are all favorable to infection by the tetanus bacillus. Its habitat could not be made more congenial, and its facilities for effecting an entrance into the system of the new born could hardly be improved.

When anyone at all is called to assist it is an uneducated neighbor, with possibly a local reputation as a "comadron."

It is contrary to the custom of the inhabitants of the island to engage a regular practitioner, and even though this board has recently secured the publication of an order requiring the licensing of midwives, improvement of these conditions will come very slowly and only by a universal raising of the standard of general intelligence.

The disease is equally distributed throughout the island, and the monthly rate, so far as ascertained, is quite uniform.

ACUTE RESPIRATORY DISEASES AND TUBERCULOSIS PULMONALIS.

Of the first class the great majority of deaths was due to bronchitis and pneumonia. There is a marked uniformity in the monthly reported mortality, although December and January show a slight increase.

Tuberculosis pulmonalis caused 925 deaths during this period. In monthly reports from the various districts many cases of death were returned as "tuberculosis." These have been listed with the unclassified, although, considering the manner in which the municipal authorities compiled these reports, it is highly probably that the intention of the person making the return was to indicate the pulmonary form. This would add considerably to the death rate from this cause.

The per cent to total mortality was 3.86; estimated on the above basis the annual deaths would be 1,885.

Reports for the past ten years show very little variation in the number of deaths from this cause until 1899, when there was quite a marked decrease, which seems to have been maintained this year.

There is a notable monthly uniformity in the death rate.

The disease seems to be quite equally distributed throughout the island, although the municipality of Ponce shows a comparatively large rate, and the mountainous districts are somewhat freer than the lowland countries. This is shown by the following table.

Arecibo, Manati, San Juan, Fajardo, and Aguadilla are taken as representatives of the northern section; Utuado, Ciales, Barranquitas, and Cayey of the central, and the others of the southern:

	Deaths.	Rate per thousand per annum.
Northern section:		
Arecibo.....	36	1.6
Manati.....	20	2.5
San Juan.....	72	3.7
Fajardo.....	9	.8
Aguadilla.....	21	.2
Central:		
Utuado.....	23	.8
Ciales.....	3	.2
Cayey.....	31	3.6
Southern:		
Juana Diaz.....	16	.9
Ponce.....	152	4.6
Salinas.....	6	1.6
Yauco.....	24	1.5

The relation between the death rate and the density of population is quite marked. San Juan, Ponce, Manati, and Arecibo, all being urban in comparison with the others. Cayey does not follow this order, having a large rate with a scattered population.

Utuado, Ciales, and Barranquitas are notably poor municipalities, with populations made up largely of isolated families well scattered throughout the district. These show a low rate. They are all included in the mountainous districts.

DIARRHEAL DISEASES.

Of the 5,497 deaths attributed to this cause, 2,695 were reported as due to dysentery, and the remainder chiefly to acute inflammations of various portions of the upper intestine. This was 11.6 per cent of total mortality. The infant mortality from this cause was not ascertained, but here as elsewhere these conditions are by far the most prominent cause of children's deaths, and we may assume that the deaths in this class were excessive from the fact that 34.5 per cent of total deaths were of children under 5 years, when for the same months in New York the rate was about 27.5 per cent in 1897. The annual rate would doubtless be much greater, as the statistics for the summer months are not included in the above.

It is observed that in October and November the number of deaths were 1,264 and 1,391, respectively, and that in April only 360 were reported, there being rapid monthly increases.

The large number of deaths from this cause during the first three of these months may be attributed indirectly to the hurricane of last August, which made unavailable the customary food supply. As a substitute the Government distributed large quantities of beans, rice, and codfish. It was a notable fact that at first the natives paid little or no attention to the cooking of these articles, particularly the beans. The necessity for care in this particular has been impressed upon their minds by bitter experience. The intestinal tract, accustomed to plantains, bananas, and an occasional sweet potato, rebelled at uncooked beans. And no doubt these were a factor in the excessive mortality from diarrheal diseases in October, November, and December.

Nearly 50 per cent of the mortality was due to dysentery.

The "dysentery" of these returns is doubtless "a term applied to what is probably a group of diseases, whose principal pathological feature is inflammation of the mucous membrane of the colon, and whose leading symptoms are pain in the abdomen, tenesmus, and the passage of frequent small stools containing mucous and blood." (Manson.)

As in all tropical countries, the pathological condition has always been more or less prevalent in Porto Rico, but reference to the preceding statistics will show that since 1893 there has been a marked yearly increase in the number of deaths from this cause, in that year 1.8 per cent of total mortality being due to dysentery, as compared to 8.9 per cent in 1899. There were nearly twice as many deaths from this cause in 1899 as in 1898.

From the fact that no death from liver abscess was reported during the seven months, it may reasonably be inferred that very little or none of the local dysentery is due to the *amœba coli*.

The distribution of the disease is practically that of anæmia. It finds its victims among the poor of the inland mountainous districts, and is decidedly infrequent in the cities of San Juan and Ponce. Poverty is apparently the chief predisposing cause, and poverty is and has been rife in the country districts.

ANÆMIA.

In 1890, 18 per cent of all deaths was due to anæmia, since when there has been a steady and gradual increase, until, in 1899, 22.5 per cent of all deaths was due to this cause. During the seven months covered by these statistics there were 6,456 deaths due to anæmia, making the percentage to total deaths 26.9. This is only about 1,000 less than all deaths classed under zymotic mortality. This, added to that due to diarrheal diseases, would make 38.6 per cent of all deaths due to these two conditions.

The present rate of 42 per thousand per annum would be reduced to 31 if we could eliminate the cases of anæmia.

The causes to which this condition is due are of such a nature as to affect the poorest people almost alone. It is well known that a large majority of the island's population is composed of "peons," who are scattered over every portion of the country, living in unusually poor hovels, and subsisting on the merest apology for food.

This is the class in which this large mortality occurs. It can not be better shown than by comparing the death rates from anæmia in the municipalities of San Juan and Ponce with that in the municipalities of Utuado and Adjuntas.

The former may be considered as inhabited by an urban population, while in the latter by far the greatest portion is composed of the peon or poor class.

Ponce and San Juan show a death rate from anæmia of 5 and 1 per thousand per annum, respectively, while in Utuado and Adjuntas the rate is 24 and 32, respectively.

There seems to have been no effort made by the resident physicians to investigate the causes of this condition, and definite knowledge on this point is consequently lacking.

Taking into consideration the fact that there were 1,500 deaths from malarial diseases during this period, it may be concluded that this disease is the cause of many of the deaths returned as anæmia. The poverty of the population, with the resultant lack of nutrition, is probably

in itself the cause of a small per cent of these deaths, but doubtless this is in the great majority of cases merely contributory to a disease which has long been recognized in all tropical countries, but only practically demonstrated in Porto Rico since the American occupation, and by an army surgeon. Reference is made to ankylostomiasis.

At Ponce, in December of 1899, Dr. Ashford, U. S. A., made what seems to have been the first record of the discovery of the ankylostoma on the island. His official report is herewith attached:

ANKYLOSTOMIASIS IN PORTO RICO.¹

[By Lieut. Bailey K. Ashford, assistant surgeon, U. S. A.]

I have the honor to report upon twenty cases of the severe anæmia commonly seen among the poor of this island. One of the first observations made by professional men here is the prevalence of anæmia, especially among the poor. This is at first attributed usually to starvation or poor food, then to malaria, and then to the "climate." Through the kindness of the physicians of Ponce I am able to state something as to the mode of treatment adopted up to this time. Some have observed that the ignorant peon treated himself by purging, with beneficial effects for a time and a relapse to previous conditions soon afterwards. Iron and arsenic have been prescribed largely, but with little benefit. Some physicians have frankly declared it beyond their power to cope with the disease, which they regarded as a pernicious, progressive anæmia of obscure origin. The stools have been examined, but no worms being evident this as a cause was dismissed. I was led to examine the feces for the ova of ankylostoma duodenale, and found them in great numbers. Soon after a large dose of thymol brought away the parasites, male and female. No sooner had I stated my results to the physicians of this city than they agreed as to the diagnosis and verified the parasite and its eggs. Their testimony is as follows:

1. This disease is the most destructive and general disease of Porto Rico.
2. It is found typically and very frequently among the poor and badly fed.
3. Most cases are similar.
4. Bad food and bad hygiene are responsible for much of its power for evil.
5. Blood foods have never exercised more than a temporary influence on the course of this disease.
6. Improvement follows purgation.
7. Up to this time the existence of this parasite had not been proved on this island, or, if proved, not within their knowledge.

In studying this disease I have taken twenty cases which I considered typical of "Porto Rican anæmia," or "tropical chlorosis." These cases were selected from the provisional field hospital for indigent and sick Porto Ricans established after the flood of August 10, 1899, in this city. Although the histories of these cases are inclosed, I should like to refer to such points as seem to me interesting and of frequent occurrence in this disease.

1. *The family history.*—Most patients give a history of deaths in the family from a like disease. At times this history is truly appalling, and casts a light on the extent of the infection among the people. Many claim the deaths to have been due to "malaria" or "diarrhea" or "obscure fever." Of course this matter is problematical, but it is fair to suppose, inasmuch as the disease is often marked by irregular fever, with intermissions, that their diagnoses may be questioned, and we must recollect that our own physicians have in the past placed on malaria responsibilities which do not belong to it. But questions as to chills are extremely unsatisfactory. I know there is much malaria here in the lowlands. I have followed such cases through their course, but the testimony of local physicians coincides with mine, that malarial organisms in the blood are not so often seen as would be supposed. Chills, then, are not so frequent; there are few "ague cakes;" the pallor is not that of malaria, and the scleræ are not icteric. The most suggestive fact outside of blood examination is that the cases come from the mountains and the valleys; some of the very worst cases I have seen came from highly salubrious mountain districts. Nevertheless, I hesitate to affirm that many cases of malarial cachexias do not exist to swell the sum of anæmics here.

2. *The previous history of the patient.*—The diet is a powerful factor in turning the scale against the unhappy victim of ankylostomiasis. Rightly the physicians here quote its influence. Personally, I have eaten and slept in all parts of this island—not alone on the frequented roads, but in those rarely visited by strangers—and can submit my testimony to that quoted in support of this influence. The relation of the

¹ Published by permission of the Surgeon-General of the Army.

daily life among the working classes has been confirmed in talking with many owners of sugar and coffee plantations and their employees. They rise at from 4 to 6 a. m. Some take a little black coffee, some boiled water and sugar, some nothing. They work till 11, when they breakfast on about 4 ounces of codfish and a few pieces of plantain. They return to work at 1 and continue till 5 p. m. Dinner is composed of rice and beans; some have only boiled rice with lard, and some boiled rice alone. It may be mentioned that they get plenty of bad rum and some bad wine. This seems a slight enough diet, but the hurricane deprived them of even this, and the sick poor came drifting down on Ponce. I believe it not probable that those degraded to the level of people whose life is bounded by a tropical plantation, enjoying little beyond the cutting of cane and the picking of coffee, can have a high standard of personal cleanliness, and, as a fact, bathing is not often practiced. Faeces are distributed over the earth wherever the individual happens to be while at work, or in a little shack when at home, but directly on the ground always. Indeed, faeces pollute their very houses. Ponce is a town of perhaps 40,000 inhabitants, yet it has no sewerage and is in the lowlands near the sea. Closets and kitchens are in conjunction in many houses. The water soon takes up its quota of whatever is noxious. Those who are clean in their habits (and the educated classes are a most cleanly people) are polluted by the filth of the poor and ignorant. The configuration of this island is one of steep mountains and deep ravines, with broad plains near the sea. Heavy rains wash the larvæ from each fecal deposit into these water courses, and this muddy water is probably one source of contamination. Contaminated earth on the hands of laborers is another; fouled garden is another. The larvæ have not yet been demonstrated in the water or mud. The drinking water of nearly all well-to-do people is filtered, and in this class we do not find so great a preponderance of this disease.

3. *The subjective symptoms.*—It is difficult to obtain a history of the disease from its inception, for many have it from infancy. Generally it is possible to obtain some such history as this: A variable appetite, some nausea and vomiting, pain in epigastrium, either constipation or diarrhea (or these may alternate), sometimes dysentery, swellings of the feet and ankles, no loss of weight, sleeplessness, restlessness, tinnitus aurium, giddiness, faintness, severe headache, palpitation of the heart, progressive debility, little perspiration but kidneys active, fever sometimes but not chills. I have not been able to get a history of geophagism nor of intestinal hemorrhage described by some authors. Sometimes the patients improve for a time after medication, but not permanently.

4. *Objective symptoms.*—Pallor: This is divided into three classes by a prominent physician, but I can not see that it has reference to more than the individual color of the patient, whatever that may be irrespective of the disease. The conjunctivæ, lips, tongue, gums, nails, and cheeks are in some cases perfectly pallid, the mucous membranes especially being of a deathly white. The skin is generally a pasty yellow, a dirty brownish-gray, or a grayish-white. Expression: A passive expression is often seen, and its peculiar character is heightened by puffiness of the eyes and bloating of the face. Oedema: This is simply the usual accompaniment of severe anæmia. Practically every variety is seen, the chief being, in order of importance, oedema of the feet and ankles, oedema of the face, ascites, and oedema of the scrotum. Hypostatic congestion of the lungs exists often. The important point is that with this disease there may be emaciation. This has not been present often in my cases; on the contrary, the patients are apparently well nourished. Anæmic ulcers are sometimes seen on the legs and an incorrect accusation of syphilis may be made. Corneal ulcers are at times seen. One of my cases presented corneal ulcers of both eyes. Respiratory symptoms: Generally none from this disease save in increased rapidity of breathing from anæmia, serous accumulations, or hypostatic congestions. Liver: No constant symptom. Spleen: No constant symptom. Heart: These symptoms are very aggravated; signs of a pernicious secondary anæmia. Pulsating vessels: Both jugulars, superficial veins of the arm, and vessels about the root of the neck and heart in severe cases, with greatly dilated heart; pulsating suprasternal and supraclavicular regions and diffused pulsations in the anterior thoracic wall. All kinds of deductions might be made by a careless observer. Hæmic murmurs are almost constantly present, and are in many cases heard in the veins of the neck. The urine: No albumen is found and the specific gravity is constantly low. The pulse is weak, rapid, soft, and compressible. The blood: Attention is invited to the accompanying summary of blood examinations. The following deductions are drawn:

1. A severe anæmia, falling as low as that of Addison's anæmia in count of red cells in some cases.

2. A very low hæmoglobin average and a very low color index.

3. A marked eosinophilia in some cases. Forty per cent reached in one case. This follows the observation of Neusser.

4. No leucocytosis common to the disease itself. Leucocytosis recorded is always apparently due to complications, as noted.

5. Frequent presence of normoblasts, and in some cases megaloblasts, but never a majority of megaloblasts.

6. Poikilocytosis common. Manson denies this.

7. Utter unreliability of blood foods without removal of the cause, the ankylostoma. This blood examination was the first line of research taken up, and as soon as anæmia was proved, the patient was given blood tonics with temporary supporting treatment suited to the individual case, with the idea that the patient might be carried along until a true cause could be discovered. Of course, now, all treatment has been substituted by anthelmintics, chiefly male fern and thymol, and the blood and heart tonics will be again tried when the eggs have disappeared from the feces. I was led to examine the stools carefully from the high eosinophile count, and it is certainly evident that trichinosis has a rival for high counts in ankylostomiasis.

The ankylostoma was found in all cases save one, a case of tuberculosis pure and simple. This patient was chosen to present a contrast, and I think he does. There is true leucocytosis, and the eosinophiles are not much in evidence. Moreover, the red cell count is much higher than all the others, as is the hemoglobin record. In calling attention to this infection we enter upon a large field. The histories of this disease have been made up to show what percentage of the people have the disease in certain countries: Twenty-five per cent in Egypt, 20 per cent in Maitland, 52 per cent in Madras, 13 per cent in Kioto, Japan; but no percentage can be cited as yet for this island. Dr. B. Scheube, of Greiz, speaks in his work of its existing in the Antilles, but no island is specified nor is the extent of the disease stated. From my own observation, and from the opinions of the resident physicians of the island, I believe it to be widespread and destructive. Only twenty cases have been examined, yet all save one have given me the ova of this parasite in large numbers. As the twenty cases were chosen at random from hundreds more just like them clinically, and as the one exception noted was chosen only for contrast, I am convinced that further investigation will show that the disease has killed its hundreds, and that it is curable and preventable. The proof of its prevalence lies naturally in the hands of all scientific physicians of this island. I can not further judge than from a short experience and the positive evidence of nineteen cases submitted.

Manson states that 75 per cent of the people of India in certain localities are infected. Williams quotes 52 per cent in Madras; Griesinger, in Egypt, quotes 25 per cent; B. Scheube, 13 per cent in Kioto, Japan. Its geographical distribution is appalling. Egypt is so full of it that it is known as Egyptian chlorosis and forms the great basis for rejection of recruits of the army. The French of the French Antilles call it cachexie aqueuse and recognize its full importance; and literature is full of its ravages in South America. Thornhill regards it of greater importance in Ceylon than cholera.

There is in Porto Rico a dense population in a small country. In a space of about 100 miles by 60 we have probably over 1,000,000 people. Of the working class it can not be denied that a large percentage have anæmia, and, should the future verify my suspicion, means are at hand to increase not only the well-being of those now suffering, but to insure to the owner of large haciendas of coffee and sugar a better class of labor; to insure to the army protection from the invaliding from anæmia of such troops as are enlisted here; to insure protection against the disease to our American troops; to relieve the State and the hospitals here from the expense of caring for a large number of anemics who are now slowly dragging on to a fatal end. Perhaps our own sick reports will unfold some additional facts. I mention here only such possibilities as have occurred to my mind; but it is a significant fact that, though it is present in Germany, Scheube notes that it is confined to a few cases. In other words, it appears to assume only such proportions as a country will allow it to assume. I repeat, I have no certain knowledge of the proportions it has assumed here. I have been able only to call attention to what I consider to be its extensive prevalence, and I can not quote any full experience from treatment. I have given thymol in several cases, with the always easily demonstrated presence of the parasite. From the exceeding kindness and the scientific spirit shown by the local doctors, I can not doubt that it will be but a short time before measures will be taken, if there is sufficient extent of the disease found, to alleviate the conditions. I therefore respectfully submit with this report a photograph of my cases, their detailed histories, specimens of the eggs and parasites in 4 per cent formalin solution, and various preparations of stained and unstained blood.¹ I shall not lengthen this paper by any description of a parasite so well known and so fully described by the professor of helminthology at the Army Medical School, nor shall I make further remarks on the history of the disease, its evident prophylaxis and simple cure, until I can call to my aid a more extensive familiarity with it.

¹These were sent to the Army Medical Museum.

Schedule of blood examinations.

Date.	Current number.	Red cells.	Hemoglobin.	White cells.	Percentage of polymorphonuclear leucocytes.	Percentage of small lymphocytes.	Percentage of large lymphocytes.	Percentage of eosinophiles.	Normoblasts, per cubic millimeter.	Megaloblasts, per cubic millimeter.	Remarks.
Nov. 4	1	1,530,116	20	6,800	65	21	9	5	26	13	Poikilocytosis. Polychromatophilia; many microcytes and macrocytes. Treatment: Digitalis and pepto-mangan. Recount, November 23, 1899: Hemoglobin, 16 per cent; red cells 1,880,000.
Nov. 3	2	697,776	20	7,960	59	17	15	9	144	46	Poikilocytosis. Polychromatophilia; many macrocytes and microcytes. Treatment: Pil. ferri, quin. et strych. and pil. arsenic. Recount, November 23, 1899: Hemoglobin, 23.5 per cent; reds, 2,664,440.
Nov. 4	3	1,533,112	22	2,000	64	22	8	6	8	....	Poikilocytosis. No rouleaux. Treatment: Digitalis and pepto-mangan. Recount, November 23, 1899: Hemoglobin, 23 per cent; reds, 1,973,328.
Nov. 5	4	1,200,000	15	4,200	64	23.4	6	6.6	109	8	Poikilocytosis. Polychromatophilia. Treatment: Digitalis, syrup. ferri iodidi. Recount, November 23, 1899: Hemoglobin, 17.5 per cent; reds, 801,104.
Nov. 6	5	1,484,440	10	6,000	64	24	8	4	12	....	Poikilocytosis. Slight tendency to rouleaux formation; macrocytes and microcytes; latter predominate over former. Recount, November 23, 1899: Hemoglobin, 14 per cent; reds, 687,776.
Do....	6	2,193,328	23	8,800	65	26	8	14	123	35	Poikilocytosis. No tendency to rouleaux formation. Treatment: Digitalis, pil. ferri, quin. et strych.
Nov. 7	7	1,633,328	17	5,600	60	23	5	12	11	....	Poikilocytosis. Many macrocytes and microcytes; slight rouleaux formation; marked chromatophilia. Treatment: Digitalis, liq. potas. arsenitis in increasing doses to gtt. to 5 t. i. d.
Do....	8	2,064,664	23	4,800	74	17	6	3	28	....	Poikilocytosis. Rouleaux formation good. Treatment: Pil. ferri, quin. et strych. and digitalis. Recount, November 23, 1899: Hemoglobin, 31 per cent; reds, 3,084,440.
Do....	9	1,271,104	14	7,800	60	17	6	17	30	15	Has elephantiasis Arabum, but I can not identify the filaria as yet. Microcytes predominate over macrocytes. Good rouleaux formation. Treatment: Pepto-mangan. Recount, November 23, 1899: Hemoglobin, 24 per cent; reds, 2,520,000.
Do....	10	1,600,000	17	1,500	72	20	4	4	6	....	Poikilocytosis. Recount, November 23, 1899: Hemoglobin, 13 per cent; reds, 668,888.
Nov. 8	11	1,800,000	25	4,600	69	22	7	2	9	....	Poikilocytosis.
Do....	12	2,266,656	30	7,680	52	26	12	10	....	....	Poikilocytosis. Rouleaux formation good.
Nov. 9	13	1,268,888	20	6,800	63	17	7	13	....	....	Poikilocytosis. Rouleaux formation slight; has abscess of liver.
Do....	14	2,440,000	25	11,000	50	10	9	31	....	....	Poikilocytosis. Rouleaux.
Do....	15	2,353,328	17	12,700	73	17	4	6	....	....	Tertian malaria parasites found. Rouleaux good.
Do....	16	2,934,444	....	5,200	72	20	5	3	10	10	Poikilocytosis. Rouleaux good. I believe this man to have been suffering from pneumonia at time of examination, although the differential seems strange.
Nov. 10	17	2,140,000	232	18,000	40	12	8	40	36	....	Only case not presenting ankylostomes. Has tuberculosis.
Nov. 20	18	3,524,440	55	14,800	88	9	3	1	....	....	Poikilocytosis. Rouleaux formation good.
Nov. 12	19	Unknown	30	9,000	60	16	10	10	125	....
Nov. 20	20	1,560,000	16	2,400	72	10	5	13	....	....

REPORT OF FIRST LIEUT. F. F. RUSSELL, ASSISTANT SURGEON, U. S. A., ON EXAMINATION OF INMATES OF BOYS' CHARITY SCHOOL.

SAN JUAN, P. R., July 14, 1900.

SIR: I have the honor to make the following preliminary report of some investigations made by me as to the variety and prevalence of the intestinal parasites infecting the natives of this island.

Through your kind interest in the subject I was permitted to examine boys in the Insular Orphan Asylum, located near this city. This institution presented many advantages for carrying out the investigation, principally because the boys were well controlled, and because of the intelligent assistance which I received from the people in charge in the trying business of collecting and marking of specimens of feces.

I have included in these 100 examinations only healthy boys, although there were a number of examinations made of patients in the hospital at the same time, because I wished, in this series of cases, to arrive at some idea as to the extent of the prevalence of intestinal parasites among the healthy on the island.

These conditions are very well fulfilled by the boys in one way, and yet badly in another. While they, coming as they do from all parts of the island, represent well the conditions existing on the island as a whole, yet they are so much better housed, so much better fed and cared for in a way that is only possible in such an institution, that they do not represent the deplorable conditions that are found in the country parts of the island, where there exists no such thing as sanitation. Therefore the results, surprising as they are, in my opinion (which has been formed during a stay of a year and a half on the island), fall short of showing the universality of infection by intestinal parasites among the peasant class.

I found by examining 100 healthy boys, that the *ankylostomum duodenale* was present in 54 per cent, *trichocephalus* in 93 per cent, *ascaris lumbricoides* in 10 per cent, *strongyloides intestinales* (*rhabdonema intestinale*) in 5 per cent, and in one case I found the *balantidium coli*.

The parasites, other than the *ankylostomum duodenale*, present very little that is of special interest; even the *balantidium coli* was found in company with the *ankylostomum* and *trichocephali dispar*, and although it was present in enormous numbers, the boy had only a moderate diarrhea, and was not considered sick enough to be placed in the hospital.

But as to the *ankylostomum duodenale*, the case is quite different and its importance can scarcely be overestimated.

I think that the work of Lieutenant Ashford, assistant surgeon, U. S. A., has established the fact that the anemia of this island is the same disease as has been described by Griesinger as "Egyptian chlorosis" and later by Wucherer and other observers, as "tunnel anemia," and "bricklayer's anemia," etc. Its importance seems scarcely to be appreciated by the natives of the island.

That the victims are more seriously affected by all intercurrent diseases, hardships, and privations is a very reasonable supposition, when one considers the never-ending abstracting of blood in larger or smaller quantities, caused by the parasites in their victims, with the consequent loss of resisting power to any form of disease. To establish this point, I have examined the stools of native soldiers, sick in hospital from all causes, with rather striking confirmation of the supposition.

Among 19 native soldiers suffering from every variety of disease, I found that 84 per cent were infected, whereas only 54 per cent of the healthy were harboring the parasites, showing how much more liable to other forms of sickness these people are than those who are uninfected.

Among the Americans on the island I have found only one case of infection by the *ankylostomum*. In his case the parasite was present in enormous numbers, and the resulting anemia was very severe. The administration of thymol removed the parasite promptly, and the man is, at present, again in perfect health, with normal blood count and full hemoglobin percentage.

The *ascaris lumbricoides* I have found frequently among the American troops, and have no doubt that it was acquired here.

The *balantidium minutum* (Jakoby and Schandium) I have found twice in cases of severe diarrhea occurring in Americans, both cases differing in their clinical behavior from the ordinary chronic diarrhea; and it seems to me, in these two cases, at least, that the *balantidium minutum* stood in a causal relation to the disease.

A word may be added as to the examination of feces for the *ankylostomum*. A small bit of the solid feces is mixed with a drop or two of water on a glass slide until the mixture is perfectly fluid. It is then examined, with or without a cover glass, under a low power of the microscope—60 to 190 diameters—when the ova are readily made out.

The process is so simple that anyone, whether he has any training in the use of the microscope or not, will experience no difficulty in making a diagnosis after a little practice.

Very respectfully,

F. F. RUSSELL,
First Lieutenant, Assistant Surgeon, U. S. A.

The CHIEF SURGEON,
Headquarters Department of Porto Rico, San Juan, P. R.

These two reports sufficiently indicate the deplorable conditions existent throughout the interior, conditions which are so obviously dependent upon poverty and ignorance and which bear such an important relation to the high mortality rate. It is undoubtedly a fact that some deaths are returned due to anæmia without sufficient knowledge of the history of the case to make a more accurate diagnosis. Nevertheless, when modern economic conditions prevail in Porto Rico, the death rate will be reduced just so far as it is now increased by the deaths from anæmia.

MALARIAL DISEASES.

In this class 1,514 deaths were reported, being 6.32 per cent of total deaths. They were quite regularly distributed through the seven months and are fairly equally distributed throughout the island, except in the case of Juana Diaz, where 27 per cent of total deaths were reported as due to this cause, and Maunabo, where the per cent was 45. Toa Alta showed 35, and Arroyo 24. Añasco, Coamo, and Guyanilla exhibited also an abnormally high rate, being 15, 16, and 21 per cent of total deaths, respectively.

General investigations as to the relative frequency of the various malarial organisms have not been made. From symptomatic diagnosis it is estimated that but a very small per cent of the cases are due to the æstivo-autumnal organism. This was confirmed by the examinations of the blood of a series of cases admitted to the military hospital in San Juan. In these cases the discovery of the organism of pernicious malaria was a rare occurrence, the large majority of examinations revealing either the quartan or tertian plasmodium.

It must be borne in mind that these statistics are possibly affected by the fact, noted above, that many deaths occur without medical attention. As with anæmia, it is a simple and satisfactory diagnosis with which to fill in a certificate when definite information is impossible to obtain.

VENEREAL DISEASES.

The attention of the board was early called to the prevalence of venereal disease in Porto Rico. The necessity for action with view to controlling these diseases and protecting the United States soldiers, the people in the United States, as well as the civil population here, was appreciated. This necessity was made more apparent by the following letter from the chief surgeon to the adjutant-general of the department, which was referred to the superior board of health with directions to devise some means for controlling prostitution in garrisoned towns. It was referred to a special committee, whose report to the board was adopted. (See p. 46.)

SEPTEMBER 21, 1899.

SIR: I have the honor to invite your attention to the extraordinary prevalence of venereal diseases in this command, which seriously hampers its effectiveness, requires the discharge on surgeon's certificate of a considerable number, entails life-long invalidism on many, and threatens our people at home through those returning from here.

It has been found by actual examination that 15 per cent of the Porto Rican battalion are suffering from venereal diseases, whereas the last weekly report of that command shows a record of nonefficiency from this cause of only one-half of 1 per cent. Undoubtedly this condition obtains throughout the command, and the reported cases of venereal diseases are probably a small proportion of the actual number existing.

The last consolidated weekly report shows a noneffectiveness from venereal diseases of 2 per cent for the entire force; whereas, if we accept the percentage as shown by actual examination in the Porto Rican battalion, it will be seen that there are in this command to-day 450 cases of venereal disease, 390 of which do not appear on the records.

Certainly every effort should be made to remedy this state of affairs, if it actually exists, and the attention of post and company commanders and surgeons should be called to the necessity for this. To meet the conditions, I respectfully recommend—

First. That every enlisted unmarried man in the command be examined by the surgeon each week and, if necessary, isolated.

Second. That in every garrison town prostitutes be licensed, regularly examined, and, if necessary, isolated.

Very respectfully,

JOHN VAN R. HOFF,

Major and Surgeon, U. S. A., Chief Surgeon.

The ADJUTANT-GENERAL,

Department of Porto Rico, San Juan, P. R.

In 1893 a marked increase in disability among the Spanish troops stationed at San Juan, attributable to venereal diseases, prompted the civico-military authorities there to inaugurate a system of registration and examination of prostitutes, with isolation when required. This was instituted about the end of 1894, and is at present in force. No other community on the island has laws of this nature.

The admissions from this cause to sick report per 1,000 in the Spanish army in Porto Rico from 1889 were as follows:

1889	395	1894	256
1890	259	1895	520
1891	333	1896	411
1892	291	1897	401
1893	415	1898	566

Records of the United States Army show that during the first six months of 1899 the rate of admission per thousand per annum was 467.80. In 1897 the rate of admission from these causes in the United States Army, stationed entirely at home, was 84.59. This disproportion is also evident in the armies of European countries when comparison is made between those at home and those stationed among an alien population.

For the three years ending 1892 the ratio of admission in the British army averaged 208.7 at home and 438.1 in India. In 1891 the ratio in India was 522.8 per thousand per annum.

The condition in the Porto Rican battalion, as stated in the above letter, certainly indicates the prevalence of these diseases in San Juan, where a system of regulation of prostitution has prevailed for a number of years.

There are 111 registered prostitutes in the capital, living in 20 registered houses. These prostitutes are examined twice weekly, and those found suffering from venereal diseases isolated in a lock hospital. The regulations governing this are those promulgated in 1894 by the Spanish Government. They are both inadequate and partially enforced. A prominent practitioner of San Juan, the only active member of the local board of health, states that there are no less than 400 prostitutes unregistered, and fully 50 unregistered houses of prostitution.

There is a daily average of 25 inmates at the lock hospital. The report for the month of May was as follows:

Remaining from April	18
Admissions	42
	<hr/>
	60
	<hr/>
Cured and discharged.....	33
Remaining.....	27
	<hr/>
	60
	<hr/>
Diagnoses:	
Chancroid	25
Chancre	4
Gonorrhea.....	24
Secondary syphilis	6
Venereal warts.....	1
	<hr/>
	60

This report is practically a repetition of those for preceding months. It shows that 42 admissions were made during May. This is 38 per cent of the registered prostitutes. It is not too much to suppose that fully as great a per cent exists among those not licensed.

In fact it is more than probable that a larger number would be found, inasmuch as the very lowest classes, washerwomen, servants, etc., practice prostitution for the purpose of adding a mere pittance to their income. Upon the above estimate of 400 unrecorded prostitutes, there would be in any one month 152 new cases of venereal diseases among those not under the supervision of the officials. And in fact the actual number of women so diseased would be largely augmented, for it is probable that but few obtain any medical treatment.

This is borne out by the experience of medical men in private practice. When the average physician sees daily in the neighborhood of ten cases of venereal diseases, chiefly gonorrhea, it may be safely assumed that the condition is rampant.

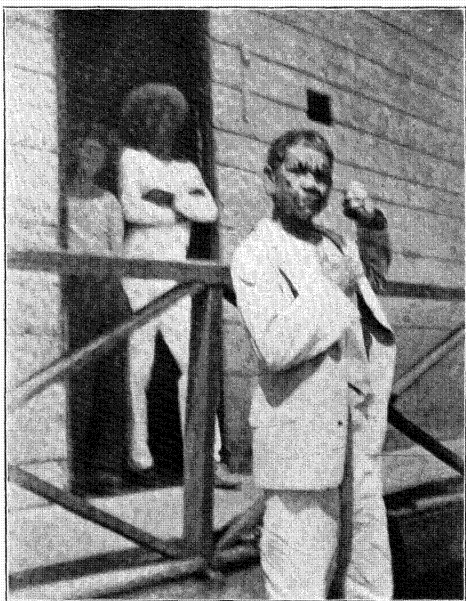
It is not difficult from the above to account for the fact that the admissions increased in the Spanish army after the adoption of the regulations. It is probable that the regulations simply did not affect the condition.

Regulations, unless most thorough in their provisions and most rigorously executed, are worse than useless. They tend to propagate those conditions which they were designed to control. On the other hand, their value when adequate is doubtless great.

The ratio of admission in the European armies in 1892 varied from 27.9 in Germany to 69 in Italy, while in the United States the ratio was 72.46. In all the former some special regulations are in force for preventing the spread of these diseases, generally including the registration and examination of prostitutes.

Lock hospitals began to be opened in India in 1865. The system was extended up to 1872 and remained in force until 1884, when the hospitals began to be abolished, and were entirely closed in 1888. In 1891 and 1892 cantonment hospitals were in operation, by which means regulation of prostitutes was again carried out, but this system was so altered in 1898 as to become ineffective in this direction.

The following extracts from a report of a departmental committee



A LEPER FROM PONCE.



on the prevalence of venereal diseases among the British troops in India indicates the effects of these changes on the ratio of admission:

From 1861 there was a steady and marked decline in the admission rate for venereal diseases until 1867, when it reached the lowest figure (160.2 per thousand) recorded in the period under review. From 1867 it moved irregularly, but with an upward tendency until 1873 (181.7 per thousand), afterwards more rapidly upward until 1884 (293.5 per thousand). Between 1867 and 1884, however, secondary syphilis, the worst form of venereal disease, showed practically no increase. The admission rate for this, which was 23.7 per thousand in 1867 and 24.4 in 1884, fluctuated in the interval between a maximum of 25.4 in 1868 and a minimum of 20.4 in 1873, with a mean of 23.5 for the whole period. In the years 1885 and 1886 there was a general and serious increase in all forms of venereal disease, followed by some diminution in 1887. From the year 1888 to 1890 the rise was alarming, the admission rate in 1890 exceeding 50 per cent of the strength.

The great increase in the prevalence of venereal disease which, as we have seen, occurred in the years 1888 to 1890 was followed in 1891 by the most rapid decline in the admission rate shown in any year of the series. It rose somewhat in 1892, and in the three succeeding years the rise was rapid and continuous, reaching in 1895 the highest figure yet recorded, 522.3 per thousand strength, or 536.8 per thousand of troops in cantonments only, i. e., excluding troops on the field service in Chitral and Waziristan. The prevalence of the disease varies greatly in different stations and at different times, and it is found to decrease materially when, owing to outbreaks of smallpox or cholera, bazars or cities in the neighborhood of cantonments are temporarily placed out of bounds.

Far the most serious feature in recent years has been the disproportionately great increase in the amount of primary and secondary syphilis. This latter, as we have seen, showed no very serious increase from the years of its lowest prevalence down to 1884. In the two following years it increased rapidly, but it diminished in 1887. From 1887 onward we are able to show clearly the changes which have taken place in the prevalence of syphilis, both primary and secondary, with the following truly alarming results: In the nine years, 1887-1895, while nonsyphilitic venereal affections have remained almost stationary in amount, the admission rate for primary syphilis has risen 180 per cent (i. e., from 75.5 to 174.1 cases per thousand men), and that for secondary syphilis no less than 188 per cent (i. e., from 29.4 to 84.9 cases per one thousand men). The rise was not indeed continuous, a temporary but marked improvement being shown in 1891 and 1892, but the latest figures are the worst yet recorded.

Secondary syphilis was more than four times as prevalent in 1895 as it was in 1873.

The board earnestly recommends that steps be taken at once to institute regulations for the control of prostitution, which shall be most thorough. This with a view to lessening venereal diseases in Porto Rico.

LEPERS.

The superior board of health during the first month of its organization controlled the leper asylum, and at this time took steps to place the institution on a modern basis, primarily by finding a suitable place for the establishment of a colony. (See committee report, p. 39.) The board of charities assumed charge of the lepers on its organization, and nothing further was done in this direction by the board.

It is estimated that there are not more than 75 lepers in Porto Rico, 17 of which are at present isolated at San Juan. From the fact that this disease has existed here indefinitely, with no energetic measures taken for its care, it may be reasonably supposed that local conditions are not altogether favorable for its spread.

It has been practically impossible to secure reliable information as to the actual number and classification of the lepers. From unprofessional sources 400 cases were reported, but this was palpably wrong, and inquiry revealed the fact that practically all these cases were sim-

ply elephantiasis, which is extremely prevalent here. So many of the natives never see a physician, even when ill, that when a case of leprosy is occasionally brought to light it is in all probability merely by chance. These cases seldom seek treatment, and undoubtedly intercurrent disease ends the existence of some in the hills, who in more accessible countries would have long before been isolated as lepers.

It is generally agreed by the resident practitioners that the tuberculous form is much more frequent here than the anaesthetic.

Although so passive in Porto Rico in the past, experience has shown that unless stringent measures are taken where leprosy is once implanted there will be a progressive increase in the number of its victims. While the number is as yet comparatively small, every possible step should be taken to discover and segregate each leper now on the island, and for the accomplishment of this the first necessary action is the establishment of a properly equipped leper colony.

There is no apparent reason why leprosy should not be stamped out of Porto Rico as successfully as has been done in European countries, where it was at one time very prevalent, but is now rarely seen.

BLIND.

In October of last year the alcaldes were asked to report to the board the number of blind persons in their respective districts. These reports made an aggregate of 1,200. It is believed that the total would reach the large number of 2,000. This is at the rate of about 1 for every 480 of the inhabitants. This large proportion can be better appreciated when comparison is made with the statistics of one of our own States. Pennsylvania, for example, with a population of about 6,000,000, reports but 325 blind people, or about 1 to every 18,500 of its population.

The existing conditions that account for this unfortunate state of affairs may be expressed by the words "ignorance and poverty." Ignorance permits the disease which is responsible in the greater number of cases; that is, gonorrheal ophthalmia, and poverty prevents its proper care when once contracted.

The opinions of thirty of the most prominent Porto Rican practitioners on the principal causes of blindness here have been obtained. The consensus of these is that gonorrheal ophthalmia, most frequently neonatorum, is the most prominent agent in the causation of the blindness.

Loss of sight as a sequela of smallpox is considered by many to have been an extremely frequent occurrence, and cataract (in many cases operable) is reported as very prevalent. Glaucoma and syphilis are not considered frequent causes.

Almost without exception, the physicians laid great stress upon the fact that the total lack of scientific treatment was the true cause of the ultimate blindness. If any treatment was employed, it was such as recommended by the most ignorant quacks, usually old women, of whom it appears there are many, who prey upon those but little lower than themselves in the scale of intelligence. It seems to be the custom among the poor to use filthy washes in the treatment of simple as well as grave eye conditions. Urine is a frequent constituent of these washes. Considering the prevalence of venereal diseases, it is remarkable that gonorrheal ophthalmias have not caused a far greater number of blind.

There are very few specialists among the physicians, and no free dispensaries. This also is in contrast to our northern facilities.

The thorough vaccination of last year has eliminated smallpox as a cause of the future, but education and a general improvement in economic conditions alone will cause a decrease in the prevalence of gonococci infection.

The practice of these quacks above referred to is, of course, illegal, and every means should be taken to suppress them.

Attention is called to Paragraph XIV, General Orders, No. 191, series 1899, from these headquarters.

VACCINATION.

The United States Army Medical Department completed the general vaccination of the island on June 30, 1899. During the four months preceding approximately 800,000 vaccinations were performed. This work practically insured the country against the possibilities of a smallpox epidemic. With a view to reaching those who escaped the operation during this work and to maintaining a permanent condition of immunity, this board established in August a station for the production of vaccine virus and secured the issue of General Orders, No. 170, paragraphs 20, 21, and 22 of which provide for the vaccination of infants and others (see p. 59), and circular 44, which supplements the preceding by providing for vaccinators, methods to be pursued, and the dates for each municipality (see p. 63).

The station since its opening has been located on the grounds formerly occupied by the Instituto Agrinomico, near Martin Peña, about 5 miles from San Juan. It has supplied regularly each week large numbers of freshly charged vaccine points, which have been distributed throughout the island as occasion required. Virus has been sent to the respective municipalities in such quantities as required on the dates prescribed for general vaccination in the above-mentioned circular. Immediate reports of cases of smallpox were made to the board by all physicians. On the receipt of such reports the board forwarded to the alcalde of the district in which the case occurred, with the necessary instructions, a sufficient number of points to vaccinate all exposed persons.

The following are the statistics of the vaccine station from the date of its institution to April 30, 1900:

Total number of points secured since opening	65, 465
Total number of cattle used	127
Total number of cattle successfully vaccinated	95
Total number of cattle unsuccessfully vaccinated	32
Largest number of points secured from any one animal	3, 018
Smallest number of points secured from any one animal	20
Average number of points secured from male animals	975
Average number of points secured from female animals	521
Average number of points secured from all animals	678
Number of animals rejected	12
Causes of rejection:	
Warty excrescences on flanks	7
Wounds	2
Suspicion of glanders	2
Already vaccinated	1
Number of animals killed at station	1
Amount paid per head for use of cattle—	
Until September 14	\$0. 60
Thereafter	1. 80

The want of success in those listed as unsuccessfully vaccinated, in about 50 per cent of the cases, was due to the fact that the animals managed to injure the site of the operation subsequent to the inoculation.

The expenses of the station were:

For inauguration and repairs.....	\$544. 45
For maintenance to April 30	1, 294. 33

The cost of each point produced was 2.06 cents.

NOTE.—In calculating this, one-tenth of the expenses for permanent fixtures has been added to the running expenses.

There have been distributed to the various municipalities 46,244 vaccine points, as follows:

Adjuntas.....	525	Hato Grande.....	300
Aibonito.....	700	Humacao.....	425
Aguada.....	500	Isabela.....	300
Aguadilla.....	1, 442	Juana Diaz.....	725
Aguas Buenas.....	850	Juncos.....	300
Anasco.....	1, 000	Lares.....	425
Arecibo.....	2, 400	Las Marias.....	300
Arroyo.....	500	Lajas.....	300
Barranquitas.....	500	Manati.....	700
Barros.....	500	Morovis.....	200
Barceloneta.....	800	Mayaguez.....	2, 313
Bayamon.....	1, 357	Maricao.....	800
Carolina.....	500	Maunabo.....	200
Caguas.....	800	Moca.....	300
Ciales.....	800	Naguabo.....	200
Camuy.....	700	Naranjito.....	300
Corozal.....	500	Patillas.....	200
Cabo Rojo.....	500	Penuelas.....	200
Coamo.....	650	Piedras.....	200
Cayey.....	400	Ponce.....	6, 953
Cidra.....	300	Rincon.....	610
Comerio.....	200	San Sebastian.....	445
Culebra.....	325	San German.....	121
Dorado.....	200	San Juan.....	1, 372
Fajardo.....	600	Utua.....	1, 600
Guayama.....	500	Vega Baja.....	300
Guayanilla.....	300	Vieques.....	100
Gurabo.....	400	Yabucoa.....	250
Hatillo.....	300	Yauco.....	6, 756

The difference observed between the quantity produced at the station and that distributed is represented by the number of points produced above the number required. After two weeks these were returned from the office to be recharged.

All distributions of virus have been absolutely without expense to the municipalities. All physicians have been supplied with record books and blank certificates of vaccination; this also at no expense to them. Monthly nominal reports of vaccination were requested from practitioners, but these were not sent. An effort was made to ascertain the number of operations performed during this period, but not half the districts reported, and the reports received were not at all complete. They indicate, however, that 371 children under 6 months and 7,954 others were vaccinated, and 703 were revaccinated, a total of 9,128 operations. Of these, 3,318 were reported as successful, 1,065 as unsuccessful, and the remainder unknown. Upon the recommendation of this board the board of prison control last October

ordered all prisoners vaccinated, and all thereafter confined to be vaccinated on admittance. It is estimated that 20,000 vaccinations, more or less, were performed during the period covered by this report.

CONCLUSIONS.

Considering the brevity and unusual conditions of its existence, the difficulties with which it had to contend, and the multifarious demands made upon its members, most all of whom were members of other departments of the military government, besides being charged with the duties of their proper offices, I venture to state my opinion that the superior board of health of Porto Rico has justified its existence and proved itself worthy of commendation.

In view of the duties prescribed for it in General Orders 102, series 1899, from these headquarters, it may be asked to what extent has the board complied with its requirements.

There is scarcely a single subject mentioned in this comprehensive order, embracing as it does almost the entire field of civil sanitation, that has not received the careful consideration of this board.

It has perfected a very satisfactory administration within its own office; its books, blanks, and record being models.

It has licensed the entire medical personnel of the island, and placed itself in touch with those upon whom it must depend in case of an epidemic.

It has organized local boards of health in all municipalities in Porto Rico, and published regulations governing them.

It has organized a vaccine station and prescribed laws for continuing the immunization of the people from smallpox.

It has organized a chemical laboratory and provided stringent rules governing the purity and wholesomeness of foods and medicines. It has required that the formulas of all proprietary and patent medicines should be registered in the office of the board, and it has prepared a code of regulations, most of which has been published in general orders from these headquarters, as follows:

1. Permitting slaughter of pregnant cattle. General Orders, No. 142, September 18, 1899.
2. Controlling purity of food, drinks, and medicines. General Orders, No. 151, September 27, 1899; General Orders, No. 17, January 31, 1900; General Orders, No. 48, March 7, 1900; General Orders, No. 87, April 25, 1900.
3. Regulating practice of medicine, pharmacy, etc. General Orders, No. 153, September 30, 1899; General Orders, No. 163, October 14, 1899, paragraph 3; General Orders, No. 28, February 7, 1900; General Orders, No. 191, November 27, 1899.
4. Interior quarantine. General Orders, No. 170, October 24, 1899.
5. Requiring necessary statistical returns. General Orders, No. 181, November 18, 1899.
6. Pertaining to contagious diseases of domestic animals. General Orders, No. 221, December 19, 1899.
7. Regulating vaccination. Circular 44, December 14, 1899.
8. Providing for municipal physicians. General Orders, No. 67, March 29, 1900.
9. Establishing local boards of health. General Orders, No. 66, March 29, 1900.
10. Nuisances. General Orders, No. 80, April 12, 1900.
11. Providing for and regulating control of municipal cemeteries. General Orders, No. 69, April 2, 1900.
12. Regulating the slaughter of cattle; providing for meat inspectors. General Orders, No. 78, April 10, 1900.
13. Regulating burials, disinterment, etc. Circular 16, April 19, 1900.

The following were proposed, but not published.

1. Controlling operations offensive or dangerous to life.
2. Controlling public water supply.
3. Public institutions.
4. School hygiene.
5. Tenement houses.
6. Boarding and lodging houses, hotels.
7. Providing for house-to-house inspection.
8. Slaughterhouses.
9. Trades and workshops.
10. Plumbing.
11. Dissection.
12. Prostitution.
13. Sewerage.

It has reinaugurated, perfected, and enforced a system of registration of births and deaths, by which approximately correct vital statistics have been obtained.

It has conducted examinations for the licensing of those who desired to practice medicine in any of its departments, and have arrived in the country since its occupation by our forces.

It has made investigations respecting the causes of disease, and has disseminated information upon the subject of the more frequent diseases found here.

It has appointed honorary inspectors in every district, from whose reports much valuable sanitary information has been obtained.

It has conducted an immense correspondence, and has advised the executive upon all sanitary subjects regarding which inquiry has been made.

With the advent of civil government May 1, 1900, the board over which I had the honor to preside ceased to exist by limitation of law, and was succeeded by a board reconstituted in compliance with Paragraph IV, General Orders 102, current series, from these headquarters.

The military government is indebted to each individual member of the superior board of health, organized by and serving under it, the majority of whom represented the medical departments of the public services, and whose intelligence, zeal, and energy were of the highest order.

The board is indebted to Dr. G. G. Groff, its able first secretary, for a wise and untiring devotion to its work and interests, which went far toward making its successful record.

And, finally, I am personally indebted to Dr. Harold W. Cowper, who succeeded Dr. Groff as secretary, for most valuable assistance in the compilation of statistics and the preparation of this report.

Respectfully submitted.

JOHN VAN R. HOFF,
*Major, Surgeon, U. S. A., Chief Surgeon Department
of Porto Rico, and former President of the
Superior Board of Health of Porto Rico.*

The ADJUTANT-GENERAL,
Department of Porto Rico, San Juan, P. R.

EXHIBITS.

EXHIBIT A.—*Report of committee of examiners.*

Paragraph IX, of General Orders, No. 102, series of 1899, dated San Juan, July 18, 1899, assigns the regulations of the practice of medicine to the superior board of health. The paragraph reads:

"To prepare regulations governing the admittance of persons to the practice of medicine and surgery, pharmacy, dentistry, midwifery, embalming and undertaking, and to enforce such regulations as are adopted by the government of the island."

General Orders, No. 153, series of 1899, authorizes the superior board of health to appoint an examining committee, and defines their duties and the fees to be charged for the examinations.

General Orders, No. 191, series of 1899, further regulated examinations and the practice of medicine, pharmacy, etc., in Porto Rico. (See p. 56.)

By resolutions adopted September 7, 1899, the superior board of health decided that all examiners shall be familiar with both the English and Castilian languages, must be of good reputation in their respective professions, and of at least ten years' practice.

The following gentlemen were appointed on this committee: Dr. Ricardo Hernandez, San Juan, recorder; Dr. P. J. Salicrup, Ponce, P. R.; Dr. Guillermo Curbelo, Arecibo, P. R.; Dr. R. M. Ponte, San Juan, P. R.; Mr. Domingo Peraza, Santurce, P. R.

After due notice was given for one month in all the leading newspapers of the island, examinations were held in the offices of the superior board of health in San Juan, November 13 to December 13, 1899, at which the following persons appeared, all of whom passed the examinations with grades above 75 per cent, as required by the regulations of the board, and were recommended to the superior board of health for licenses to practice in Porto Rico.

In medicine and surgery—Narciso Dobal, licentiate, Santiago, Spain; Francisco M. Susoni Abreu; Venancio Abella Blanco, M. D., Barcelona, Spain; Mariano Ramirez Lopez, Montpelier, France; Francisco Aguirre, licentiate, Madrid, Spain; H. R. Heydecker, M. D., Harvard University, United States.

In pharmacy—Isaac Rodriguez, Jose Ramos Rodriguez, certificate of preceptor in pharmacy.

In dentistry—Eduardo C. Casaldue y Goicoechea, D. D. S., Pennsylvania; Edwin A. Thayer, D. D. S., Pennsylvania.

In minor surgery—Simeon Martin del Nio, Agustin Otero, William Miller.

In midwifery—Julia M. Robins.

This examination was conducted by Drs. R. M. Ponte and Ricardo Hernandez and Mr. Domingo Peraza, and all the papers were examined by the whole committee, by whom the recommendation was made.

A second examination was held January 15 to 31, after due advertising. At this examination the following passed, with honor, and were recommended for licenses:

In medicine and surgery—Hon. B. Mosquera, M. D., University of Pennsylvania, late minister of public instruction in Venezuela; V. M. Flores Arrieta, M. D., University of Caracas; J. de C. Giminez y Giminez, Bellevue Medical College, New York.

In pharmacy—Miguel Font y Diaz, Juan Cervoni Massari, Robert J. Salicrup, certificate of preceptor in pharmacy.

In minor surgery—W. Bernard Stebbing.

On January 15, 1900, the examiners held a meeting in the office of the superior board of health, at which Dr. P. J. Salicrup was named president pro tempore (awaiting the action of the superior board of health) and D. Ricardo Hernandez recorder.

REGISTRATION OF PHYSICIANS, PHARMACISTS, DENTISTS, ETC.

Under the Spanish Government in Porto Rico the above classes of professional persons were required to register with the royal subdelegations of medicine and surgery, the pharmacists registering with the subdelegation of pharmacy. Many physicians, especially those with Spanish diplomas, registered at the palace in a volume kept by the governor-general. The register found at the palace is in two columns, both of which appear to have been transcribed from earlier records. Both books are very carelessly kept. The two subdelegations kept no registers, but each name was entered in the minute books, which ran on with two continuous records from the beginning.

The first records of the subdelegation were made in 1841, and in the subdelegation of pharmacy in 1839.

With the subdelegation of medicine, not only were physicians registered, but also dentists, practitioners of minor surgery, midwives, nurses, veterinarians, and even those who practiced as manicures. Physicians are registered as "licentiates," and in early years nearly all are so inscribed. Later, doctors of medicine appear on the register in greater and greater numbers, until at the period of the American occupation most of those who registered were graduates in medicine.

Surgeons were registered as first, second, and third class—surgeon practicos, skilled surgeons, surgeon medico practicos, and one is registered "sanitary officer," and one as "skilled person."

The following medical colleges have been represented in Porto Rico, viz: Habana, Cuba; Barcelona, Santiago, Cadiz, Sevilla, Valencia, Paniplana, Zaragoza, Valladolid, Granada, in Spain; Paris and Montpelier, in France; Heidelberg and Würzburg, in Germany; London and Dublin, in British Islands; Turin, Pisa, Rome, and Naples, in Italy, while scattering diplomas appear from Brussels, Oporto, Geneva, and Callada, the Institute of Santo Domingo, with quite a number from the University of Caracas and Venezuela. In the United States the medical schools of Philadelphia, New York, Baltimore, Boston, and the University of Michigan. Pharmacists are registered as pharmacists, there appearing but five "doctors of pharmacy," graduates of Madrid and Barcelona.

General Order No. 153, from these headquarters, dated San Juan, September 30, 1899, placed the duties of the royal subdelegation upon the superior board of health. To complete the records, this board employed Prof. Solomon Dones, by whom complete indexes have been made, and all the physicians, pharmacists, dentists, etc., on the island are now included in the register.

The totals are as follows, since 1839:

Physicians	479	Practicantes	158
Pharmacists	374	Midwives	22
Dentists	58	Nurses	1

RICARDO HERNANDEZ, M. D.,
Recorder.

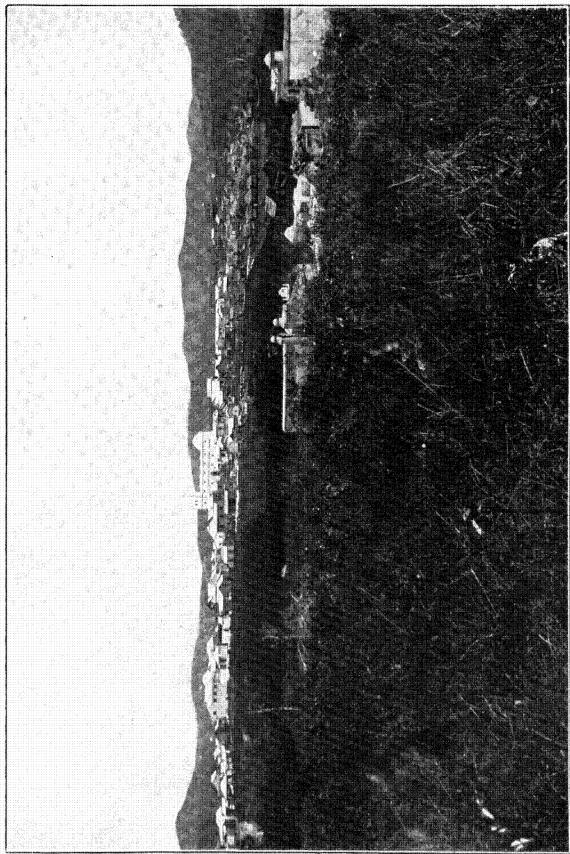
EXHIBIT B.—*Report of chemist.*

SAN JUAN, P. R., May 30, 1900.

SIR: I have the honor to submit the following report of the work accomplished in the chemical laboratory of the superior board of health of Porto Rico from the date of its inauguration to the 30th of April, 1900, inclusive:

In this connection allow me to call your attention to the fact that to the delays necessarily incident to the opening of any laboratory of this nature were added others arising from our isolated position relative to the source of such supplies as were indispensable to the prosecution of the work proposed. As a result of these delays, no less unavoidable than unfortunate, and which no provisions could have prevented, it was not until the latter part of March that the laboratory, nominally opened February 7, was sufficiently equipped as to chemicals and apparatus to make anything like a systematic investigation along the lines contemplated practicable or even possible.

Owing to the very prevalent opinion that an investigation of the various articles of food would show that the adulteration of these was a very common practice, and to the belief that the detection of this fact would tend to a diminution at least of



AIBONITO.

this constant and potent source of injury to the public health, it was thought an investigation along the line of food adulteration would abundantly justify all efforts made in the research.

In the absence of any data upon which could be founded an opinion as to what would probably be the most profitable line of work, it was thought best to investigate at first, in a rather incomplete way, those articles of food which, from their character, lend themselves more readily to falsification, hoping that the results secured in this way might indicate those articles that could more profitably be examined at greater length.

Accordingly, on March 29, in accordance with instructions received on that date from the superior board of health of Porto Rico, I began an investigation of the wine, butter, vinegar, and lard sold in the markets of San Juan and Puerta Tierra, and it is with the results of that investigation that this report chiefly deals.

Just prior, however, to the commencement of this work and as a result of the fact that suspicion has been aroused in regard to the so-called "Anis" of this country, a rather limited investigation was made of six samples purchased in open market at San Juan. This investigation revealed no basis for any suspicions as to the use of deleterious articles in the manufacture of this beverage. In the absence of any recognized standard of composition of course no comparisons with such could be made.

VINEGAR.

Of the fourteen samples of vinegar examined, all but three of those properly classed as vinegar were low in acid value, which, with the abnormally low density shown by all but two, points strongly to dilution with water. In three samples, all purchased at the same store, and, no doubt, representing the same stock, I detected free sulphuric acid, and afterwards proved it to be present in an amount approximating $1\frac{1}{2}$ per cent. Of course it is unnecessary to call attention to this as a flagrant example of adulteration.

The very small amount of total solids shown by most of the samples examined, indicated the very general use of artificially prepared vinegar, a not unnatural consequence of the almost complete absence of apples and grapes. While no objection can be raised to the sale of artificial vinegar, I can see no reason why a nearer approach to a higher acid value should not be insisted upon.

WINES.

It is an open secret that the so-called "wine" of Porto Rico has no right to be so classed, and as that part of the investigation of this subject comprised within the time covered by this report was limited to wines of this character, little was learned that was not already known.

Of the twelve samples examined all showed a very low value in alcohol, the percentage ranging from a minimum of 1.5 to a maximum of 7.6. Molasses seems to be the starting point in the production of this beverage, the resulting "wine" merely being this substance in a more or less advanced state of fermentation.

MILK.

Previous to the above investigation the study of the milk supply had been begun, but was interrupted before much had been accomplished.

The low density of the two samples examined indicated dilution, while the determination of the fat it both samples disproved the rather remarkable statement that Porto Rican milk was devoid of in, though the amount was less than 3 per cent.

BUTTER.

The results of the examination made of this subject fully confirmed the suspicions previously entertained as to the extent of the adulteration of this article, and show Porto Rico to be the "dumping ground" of those various compounds sold as butter. Of the five samples examined prior to May 1, four were found to be adulterated not only by the substitution (in some cases almost complete) of foreign fats, but also by the incorporation of excessive quantities of water. A much more thorough examination of this subject during the present month has continued to give unmistakable evidence of the wholesale adulteration practiced by the manufacturers of these so-called "butters."

Respectfully submitted.

WM. N. BERKELEY,
Chemist, Superior Board of Health of Porto Rico.

SECRETARY AND TREASURER SUPERIOR BOARD OF HEALTH,

San Juan, P. R.

EXHIBIT C.—*Report on cemeteries.*

Among the most obvious conditions which called for remedy, according to American ideas, and which attracted the attention of the board from the first, was that relating to burials and disinterments.

The following is a brief résumé of the conditions as they existed under the former régime:

Each municipality owned at least one cemetery. In a few cases additional grounds were allotted for the use of distant barrios, and in several districts special ground was reserved for the burial of cases dead from certain infectious diseases—as smallpox and cholera.

All the cemeteries were constructed according to much the same general plan. A certain area was walled off and divided into small plots. There was invariably considerable space for burials built as niches in thick walls, and vaults.

The locations of the municipal cemeteries have been reported in the majority of cases as good, but in many instances it will be noted that in their selection due regard was not given to prevailing winds and drainage, or proper allowance made for the growth of the town. The areas vary from one acre to 100,000 square meters, according to size of the municipality, and were usually sufficient under the old method of use. Each cemetery had, in connection with it, a place where autopsies could be performed, and also a small walled-in space where disinterred bones were heaped.

It was the custom for the municipality to either rent the burial space or sell it outright. As might be supposed, the former was the case in a majority of instances, as only the wealthy could afford the latter.

Disinterments could be made after five years on authority of the governor-general, except in cases of death from contagious diseases, when it was absolutely prohibited.

The bodies of poor people (the large majority) were usually buried without any coffin whatever, and frequently lime was introduced to hasten disintegration. Burials are commonly made within twelve hours after death.

The remains of deceased were, as a rule, removed after five years and thrown into the space reserved for this purpose. At all cemeteries there could be seen evidence of this in a pile of bones varying in size according to the age of the cemetery. Thus the ground was used over and over for burials.

It will be observed that but a small proportion of the cemeteries are of recent foundation, the majority dating from the fifties, sixties, and seventies, and at least two going back to the eighteenth century, viz: Humacao, 1793, and Rincon, 1712.

PRESENT CONDITIONS.

Practically all the cemeteries are in a condition of more or less complete ruin. The cyclone of August, 1899, in conjunction with the poverty of the municipalities, may be considered as responsible for this.

Walls have been allowed to crumble, refuse to accumulate, and weeds to grow without restraint, so that a most unsightly condition results.

In February, 1899, General Henry issued an order forbidding the continuance of the practice of disinterring remains and casting them upon the bone pile.

The area being none too large to begin with, and always perfectly inclosed, and the death rate high, the natural result was overcrowding, and this condition is reported from nearly every municipality. In connection with the neglect above mentioned, a most unhygienic condition exists.

The following extract from a reliable report on the cemetery at Utuado would doubtless apply to many others:

"The cemetery is only 300 meters from the town. This alone sufficiently indicates its bad location, for it is well known that the minimum distance between the city and its cemetery should be 500 meters. Between the town proper and the cemetery there exists a suburb, so that the cemetery is practically in the town. It is badly cared for and bodies are left to the dogs—one body already having been consumed by these animals—and moreover, according to my calculation, since its construction in 1856, no less than 40,000 interments have been made in its superficial area of 6,000 square meters. Also human remains are seen scattered on the ground. Numberless clothes of the deceased, coffins, etc., are also visible. It has no tree protection. Many pantheons and niches are destroyed."

Also note report by the inspector at Hatillo, that "the walks are white with human bones;" also from Guayama, "Condition very bad, and no burial can take place without removing remains of some one else."

These conditions, of course, could not be tolerated. As above stated the municipal government took no steps toward their improvement. Recently, General Orders

No. 69, were issued, which completely covers the subject, and after June 30 of this year every district must be provided with adequate cemetery space, managed in accordance with advanced ideas.

EXHIBIT D.—*Report on hurricane.*

THE HURRICANE OF 1899.

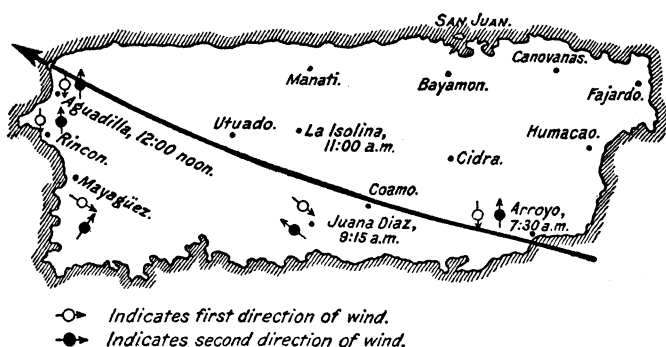
August 8, 1899, will be long remembered in the history of Porto Rico. Or that day no less than 2,280 persons lost their lives from the violence of the storm that then occurred. It is estimated that in addition to this number, of which there is a nominal list, 500 persons were killed of whom there is no record. Probably more than half of these were drowned, the others being killed by falling dwellings, trees, etc. At Ponce, Utuado, and Arecibo, the loss of life was, in the main, by drowning.

Some idea of the violence of this storm may be gained from the statement following: At Naguabo, every building in the city was destroyed, except the church. The leaves and the tops of all the cocoanut palms were all blown off the trees, which remained standing resembled telegraph poles along the beach. The large Government barracks at Cayey and Aibonito were totally destroyed. Every telegraph wire throughout the island was thrown to the ground and word from the interior towns did not reach the capital for many days. At Jajuya (Utuado), whole coffee plantations slipped down the mountains into the rivers. The rain gauges were nearly all destroyed or overturned, but the following records were secured: At Adjuntas, 23 inches fell in 23 hours; at La Isalina, near Adjuntas, 18 inches fell during the storm; at San Juan the mercury fell to 27.90 and the wind reached a velocity of more than 100 miles an hour.

The following records show that hurricanes occur in Porto Rico mostly in July, August, and September:

- 1515, *July*.—Caused the death of many natives.
- 1526, *October 4*.—Destroyed greater part of city.
- 1527, *October 4*.—Destroyed greater part of city; lasted twenty-four hours.
- 1530, *July 26*.—Chiefly at San Juan.
- 1530, *August 23*.—Hurricane over whole island.
- 1537, *July and August*.—Three hurricanes.
- 1568, *August 24*.—Furious hurricane.
- 1571, *August 18*.—Throughout island.
- 1575, *September 21*.—Hurricane called St. Matthew.
- 1615, *September 21*.—Cathedral unroofed.
- 1738, *September 12*.—Terrible storm.
- 1740, month unknown.
- 1766, *September 19*.—Furious storm.
- 1766, *October 7*.—Severe.
- 1766, *October 7*.—Severe.
- 1772, *August 28*.—Severe storm over whole island.
- 1775, *August 1*.—Severe storm; whole island affected.
- 1776, *September 7*.—Strong storm.
- 1780, *June 13*.—A furious storm, devastating all portions of the island.
- 1785, *September 25*.—Strong storm.
- 1804, *September 4*.—Severe storm.
- 1804, *September 21*.—Severe hurricane called St. Matthew.
- 1805, *September 11*.—Severe storm on south coast.
- 1807, *August 17*.—Storm lasting three days; crops and cattle destroyed.
- 1812, *July 23*.—Hurricane touched southern part of island.
- 1812, *August 21*.—Storm in western part of island.
- 1813, *July 23*.
- 1814, *July 23*.
- 1819, *September 21*.
- 1825, *July 26*.—Severe hurricane known by the name of Santa Ana.
- 1837, *August 2*.—Storm called Los Angeles; lasted five hours.
- 1851, *August 18*.
- 1867, *October 12*.—Ruinous hurricane called San Narciso.
- 1871, *August 21*.—Light hurricane in north of island.
- 1876, *September 13*.
- 1893, *August 16*.

The map inserted herewith, published by permission of the Weather Bureau of the United States, shows course of storm of August 8.



In Porto Rico, as in other countries, many houses are built on low grounds, too near rivers and smaller streams. These, in cases of sudden rises of water, are swept away and the inhabitants drowned. Ponce is situated in the old bed of the Portuguese River, and is liable to great losses each time there is an extraordinary rise of the waters. At Utuado the loss was mainly in the Jayuya district, where the rainfall was extraordinary. In Arecibo many peons live on the river plain, which is subject to inundation to the depth of from 4 to 10 feet.

The storm left the people without shelter and without food, or but little of either. The only shelter hundreds had—for in the interior all the cabins of the poor were destroyed—was such as could be secured under spreading trees, where they lived for weeks, sleeping on the wet ground. All the fruits of the county, on which the poor depended to a great extent, were thrown to the ground, but to some extent were usable for about six weeks. The misery of people without shelter and deprived of their accustomed food is beyond description. To make matters worse, the municipal governments were almost wholly disorganized, and rendered incapable of extending any aid to the miserable people.

Such conditions could not continue without the development of sickness. It came speedily in the shape of anæmia and dysentery.

The anæmia manifested itself immediately, while the dysentery came on more gradually. The increased mortality after the storm was almost entirely due to these two diseases. The following table shows the deaths for eight months:

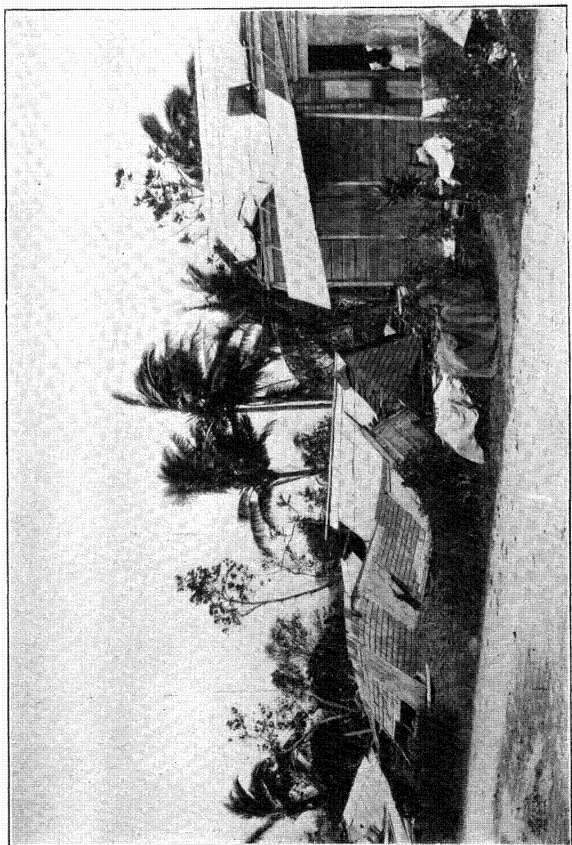
June.....	2, 769	October.....	4, 581
July.....	3, 020	November.....	4, 674
August.....	2, 691	December.....	3, 967
September.....	3, 701	January, 1900.....	3, 297

The mortality from these two diseases was directly in proportion to the lack of food and shelter from which the inhabitants suffered. The interior towns suffered most severely from both diseases, because in the interior there was least food and least shelter. Lives lost during the year from anæmia 646 persons; Maunabo, 290; Comerio, 167; Manati, 164; Ciales, 410; Cayey, 260; Yauco, 263; Mayaguez, 210; Barceloneta, 346; and Arecibo, 429. The greatest losses from dysentery were in Moca, 91; Bayamon, 54; Caguas, 117; Corazal, 100; Barranquitas, 128; Morovis, 38; Ciales, 328; Juana Diaz, 127; Mayaguez, 95; San German, 66; Arecibo, 146, and Hatillo, 59. By an examination of these lists and the above table, a very accurate idea will be obtained as to when the suffering was the greatest. There is no doubt at all, had not food supplies been shipped from the United States in such large quantities (over 30,000,000 pounds, valued at \$1,000,000), thousands of persons would have died of starvation.

It is interesting to note that anæmia and dysentery, due to specific causes, are not universally distributed throughout the island. As conditions began to improve, both diseases began to decrease. By January, 1900, there was but comparatively little dysentery, and the amount of anæmia was much reduced.

As to preventive agencies, in case of future disasters of the same kind the following measures are suggested:

1. The immediate planting of quickly maturing crops as garden vegetables (radishes, turnips, beans, lettuce, etc.) At present these articles are unknown among the peasants, and their miserable condition is in a large part due to their deficient



RIO PIEDRAS.

diet, the greater portion of which is imported. Vegetable gardening should be taught these people at once for their self-preservation.

2. Roads should be constructed, in order that the interior may be reached with food supplies.

3. Houses should be constructed more securely. The walls are now, in brick houses, laid in mud instead of mortar. Such walls, when wet, fall down.

4. The people need education in self-government in order that in disasters they may be able to care for their needy. As it was, nearly every municipal government was paralyzed after the storm of August 8, 1899, and little or no assistance was given to anyone.

The loss of life in the last hurricane is given by municipalities. There is no record of such loss in previous storms in the island.

At Ponce, Arecibo, and Utuado the deaths were mainly by drowning, and besides those recorded below it is estimated that 500 others met their death of whom no account was obtainable; at the other places from falling houses, flying timbers, etc.:

Adjuntas.....	15	Juana Diaz.....	117
Aibonito.....	17	Juncos.....	4
Aguas Buenas.....	16	Lares.....	2
Anasco.....	7	Las Marias.....	16
Arecibo.....	403	Morovis.....	69
Arroyo.....	6	Mayaguez.....	36
Barranquitas.....	24	Maricao.....	2
Barros.....	70	Maunabo.....	26
Barceloneta.....	2	Naguabo.....	2
Bayamon.....	10	Naranjito.....	27
Carolina.....	1	Patillas.....	20
Ceales.....	23	Penuelas.....	1
Corozal.....	43	Piedras.....	9
Caguas.....	4	Ponce.....	281
Coamo.....	9	Quebradillas.....	1
Cayey.....	24	Rio Grande.....	1
Cidra.....	36	Rio Piedras.....	1
Comerio.....	40	Salinas.....	6
Guayama.....	10	San Juan.....	1
Guayanilla.....	35	Utuado.....	522
Hormigueros.....	1	Vieques.....	1
Hato Grande.....	12	Yabucoa.....	225
Humacao.....	43	Yauco.....	8
Isabela.....	1		

G. G. GROFF, M. D.

EXHIBIT E.—*Report of committee on water supply, etc.*

UNITED STATES NAVAL STATION,
San Juan, Porto Rico, June 1, 1900.

PUBLIC WATER SUPPLIES.

Four cities of Porto Rico receive their general water supplies from public waterworks, namely, Mayaguez, since about twenty-five years; Ponce, since about fifteen years; Guayama, since about twelve years, and San Juan since the beginning of last year.

All other communities depend for their water on rivers or streams, rain water, or the water of springs, which are very abundant in the interior. Whenever available the water of springs is preferred by the rural population for drinking purposes to the water of streams. The river water is generally gathered in demijohns, buckets, tin cans, or barrels, and conveyed to the consumers. According to the means of the latter, it is either filtered before use or not. In the first instance this is effected by either thick stone filters, or by Pasteur filters which furnish, if properly attended to, a very pure water. The rain water is collected in cisterns, which are either above or below ground. This water is apt to be very objectional for the reason that it carries with it dust and whatever may be covering the roofs from which it is gathered. It should not be drunk in an unfiltered condition.

The water supply of the above-mentioned four cities which have waterworks is taken from rivers. None of these cities own any part of the watershed of these rivers, and none has filtering plants in connection with its system at the present time. The only change effected in the water before it is supplied to the consumers is one due to sedimentation, which, in the case of the San Juan waterworks, is accom-

plished in seven tanks and reservoirs; six of these were constructed with the idea of using them in connection with filtering beds and the reservoir proper, which is on a higher level. The original analysis of this water shows it to be good and potable.

Very few houses are located near the bed of the Rio Piedras, which is the source of San Juan's water supply; as a result of this there are only three principal factors causing pollution of the water, namely, the washing of clothes in the stream—a universal custom on the island—the cattle, and the heavy rains, which wash into the river inorganic and organic, both animal and vegetable, matters. To avoid the two former the water of the river could be drawn about 2 miles nearer its source, where, on account of the mountainous condition of the country and the absence of habitations and cattle, the possibilities of pollution are, at least, very remote. The third pollution could only be avoided by the establishment of a filtering bed. The course of this river is only 17 miles long, the river bed in its upper 7 miles is rocky—the present source of the water is about 8 miles from its mouth. A dam built at this point brings the depth of the river to about 12 feet. The capacity of the reservoirs is about 9,000,000 gallons of water.

The conditions causing pollution of the Rio Piedras, above referred to, apply in principle to the other rivers and streams which supply drinking water to the other towns of the island. In addition to these, there are undoubtedly many instances of pollution with human excreta, which, while possibly insignificant at the present time, may become a very decided element of danger to the health of communities by their increase, in consequence of the future industrial development of the island. Other dangers at that time may arise from the establishment of industrial works in the neighborhood of such river courses.

The regulations of the superior board of health looking forward to such possibilities forbid the defiling of the streams which are the sources of domestic water supply. They forbid the discharge of contents of sewers, privies, slaughterhouses, tanneries, mills, and manufactories, etc., into them if above the source of any such supply.

With all these precautions, still greater purity of water should be procured by the establishment of filtering beds in connection with all public waterworks, whereby almost absolute assurance against microbic and parasitic diseases from the water is given.

Complaints of municipalities about pollution of rivers by industrial works have come before the superior board of health, and have been decided by that board in accordance with its regulations.

SEWERAGE AND DRAINAGE.

San Juan being the only city on the island having sewers, the drainage and sewerage here are combined into a single pipe system. The system was planned and commenced in 1894, the work of completing it was continued until the outbreak of the war. At present there are only a few streets which have not been reached by the sewer. In these parts of the city the conditions are similar to those prevailing on the island generally, so that a description of them for San Juan will include those in other parts of Porto Rico.

The main sewer pipe, having a diameter of 4½ feet, empties into the bay on the lee side of the city. The street sewers are ventilated through shafts covered with iron gratings located in the middle of the streets. At nearly every corner the sewer communicates with the gutters through intervening catch basins. The pipes are of sufficient size to carry off both the sewage and the rain water, no trouble having ever been experienced in this one pipe system.

The houses connect with the sewer generally by means of square cement and brick drains, which usually lead to a closed-in and lined cesspool, in which are received the contents of the soil pipe and of other house drains. In a few houses the drains connect directly with the sewer. In the first instance a ventilating pipe from the cesspool leads up to the roof. Both trapped and untrapped water-closets are in use, and, as a rule, there is no trapping between the drain pipe and the sewer. The open courtyards in these houses connect with the sewer through a bell trap, and unless special connections with sinks are also provided for, this court drain is used for the disposal of all slops.

The houses which have no sewer connection have vaults which are lined on the sides, but usually unlined at the bottom; consequently the liquid contents percolate into the ground, leaving the solid matter to accumulate. For other house drains there are sometimes special vaults, constructed like the cesspools. In the absence of these, the drains lead into the street gutter or into the privy vault; or, which was the universal custom before the introduction of the sewerage system, the waste water is thrown into the middle of the street. From the fact that the cesspools only retain their solid contents, they require cleaning at intervals of from a few years to as many as twelve or more.

In some parts of San Juan the oldest drainage system is still in use. In these streets the courtyard drains open in the streets, which are graded toward a central gutter. In other portions of the city ditches lined and unlined, well and poorly graded, obstructed and free, placed on the sides of the streets carry the rain water and refuse water to the sea. These parts of the city have not yet been reached by the sewerage system.

The garbage of the houses is kept in iron containers, with one of which every house has been supplied by the local board of health. These are emptied into iron wagons, which are driven about the town every morning. The garbage thus collected is thrown into the sea on the north side of the island.

The superior board of health recommended to the city authorities the erection of a crematory for the destruction of this garbage, but the lack of funds has so far postponed any action on this recommendation.

In all other parts of the island cesspools constructed as above mentioned are in use. The contents of these are frequently used for fertilization.

The regulations of the superior board of health specify the manner of plumbing of buildings, the construction of new cesspools, the periodical emptying of the same, and the manner of emptying them. They forbid the placing of privies inside of bakeries, milk depots, groceries, market houses, and other places or rooms where food is prepared and sold.

Reports about full cesspools, also about the bad condition of catch-basins between streets and sewers, giving rise to bad odors, also about defective drains, have been acted on by the superior board of health in accordance with its regulations.

PUBLIC INSTITUTIONS.

These include schools (public and private), asylums, hospitals, jails, court rooms, barracks, theaters, and other public buildings in which people congregate. The regulations covering these buildings call attention to their construction, to their ventilation, cleanliness, drainage, bathing facilities, etc. The barracks and hospitals in connection with military posts have been remodeled on sanitary lines; improvements have also been made in many public jails, penitentiaries, and in the insane asylum of Porto Rico during the time they were under military control. Wherever possible modern plumbing has been introduced; in others, earth closets have taken the place of the old objectionable cesspools. Much, however, remains to be done.

SCHOOL HYGIENE.

The principles of school hygiene have been explained in the regulations of the superior board of health. No complaints have been brought before this committee for action.

Very respectfully,

F. W. F. WIEBER,
Surgeon, United States Navy.

To the SECRETARY OF THE SUPERIOR BOARD OF HEALTH,
Porto Rico, P. R.

EXHIBIT F.—*Report of committee on interior quarantine.*

The nature of the sanitary problems which have confronted the superior board of health, the conditions under which the board has labored, and its rather brief period of existence as yet have rendered a great amount of work in correcting vicious hygienic conditions impossible. This was early recognized and the board adopted the policy of establishing, first, a broad basis in all lines upon which future hygienic development might take place, afterwards devoting itself more particularly to the existent conditions.

In one sense interior quarantine might be made to include hygienic improvement of almost every description, since this branch of hygienic work included properly not only the regulation of the more common contagious and infectious diseases found within the borders of every State, but also all manner of preparation for the resistance of invasion by any one of the epidemic diseases which may at any time enter its limits. The exterior (maritime) quarantine of the island has been organized and is being conducted by the United States Government (Marine-Hospital Service), but it is a fact too often overlooked by professional men and laymen alike that quarantines—maritime, at least—are never absolute, and that no community would submit to the restrictions necessary to make them so. The question is always one of a nice balance between the greatest amount of protection to the community and the least possible interference with general intercourse. For this reason supplementary interior quarantine arrangements must be made for the suppression of the infection

which is at times necessarily introduced through the exterior quarantine. This becomes one of the broadest functions of interior quarantine, of course, and hygienic development of every description renders this problem easier of solution.

The board has attempted to meet these indications in securing legislation concerning interior quarantine, and has outlined a policy which, if developed, should secure to the island the widest measure of protection from infectious diseases and from epidemic invasions.

Reliable local boards of health have been established in all parts of the island and sanitary inspectors of the board itself placed where necessary, so that, besides making provision for general sanitary improvement, reliable sanitary information may be constantly received and prompt report made of the occurrence of quarantinable diseases. Hand in hand with this, efforts have been made to educate the masses concerning infectious and contagious sicknesses. A series of pamphlets on the infectious diseases most common in the community have been issued, both in English and in Spanish, and widely distributed. These pamphlets have in popular style given a brief account of the disease, its methods of propagation, etc., with plain and simple rules for disinfection, isolation, etc., and have carefully stressed the importance of promptly reporting the occurrence of any suspicious sickness.

Lepers have been sought out and segregated; animals suffering with diseases communicable to man ordered promptly killed, their carcasses burned, and the premises disinfected; care has been exercised over the disturbance of the streets and the reconstruction of houses possibly infected by yellow fever during the Spanish régime; burials of persons dead of infectious diseases regulated; the work of general vaccination continued; infectious diseases promptly reported and isolated, and many other things accomplished.

Finally, a broad interior-quarantine law has been prepared and published as General Orders, No. 170, of the Headquarters of the Department of Porto Rico.

By this law the following diseases are made quarantinable and placed under the control of boards of health:

Cholera, smallpox, diphtheria, scarlet fever, typhus fever, yellow fever, epidemic cerebro-spinal fever, leprosy, glanders, and oriental or bubonic plague.

It is enjoined upon every one, from physicians and boards of health to the private individual, promptly to report the occurrence of any of these diseases. General regulations are made as to the proper treatment and isolations of the sick and the quarantine of the premises; the burial of the dead; the disinfection of a house, provision having been made also for the disinfection of a house or room after a death from tuberculosis, one of the scourges of the island. Vaccination is made compulsory, and, finally, yellow fever, a disease from which Porto Rico has in times past suffered most severely, and to an invasion of which she is most frequently exposed, has been made the subject of an elaborate set of rules and regulations fixing in plain language the proper management, isolation, etc., of this disease, which for many years, under the Spanish régime, claimed a high annual mortality.

With this law, and other minor provisions bearing on the same subject, it would seem that in time a system of interior quarantine may be gradually developed which will be in accord with the most advanced hygienic ideas, and which will afford to the island the amplest protection possible against indigenous as well as exotic diseases.

C. H. LAVINDER,

*Assistant Surgeon, Marine-Hospital Service,
Chairman Committee on Interior Quarantine and Disinfection.*

EXHIBIT G.—*History of sanitation in Porto Rico.*

It is only in compliance with the instructions of the superior board of health that I undertake to make this report on the sanitary history of Porto Rico, as I am aware of the difficulties of the task, not only for personal reasons, but on account of the absence of archives from which information might be gathered for a complete work.

Let these lines, therefore, be regarded merely a compilation of the incomplete data on the subject to be found in the books and circulars, which, though having no special connection in themselves, may serve as a basis for a thorough study of the matter by one better adapted to the work than myself.

DESCRIPTION OF THE ISLAND.

The island of Porto Rico, known to the aboriginal Indians by the name of Borique, or Borinquen, was discovered by Columbus during his second voyage, on the 19th of November, 1493, and was explored and conquered in 1508 by Ponce de Leon, who was the first governor of the island. It is the smallest of the Greater Antilles and is

about 100 miles long by 40 broad, or about 3,000 square miles. There is a chain of mountains running through the center of the island, branching off here and there on both sides toward the sea and forming fine valleys which are watered by over thirty main streams, of which a few are navigable a short distance.

CLIMATE.

The climate, though tropical, is not excessively warm, the average temperature being 80°, but on specially hot days in summer the thermometer occasionally reaches 90°. During the cooler months the temperature descends to about 66°. Heavy rains occur frequently during the year, and as the greatest rainfall is in the fall and summer the great atmospheric humidity during the warm season may probably account for the absence of cases of sunstroke.

The northeast trades prevail the greater part of the year, refreshing the temperature agreeably. The north winds, which are common in the winter months, are sometimes very strong. South and west winds are unusual, except in summer, and are always accompanied by great heat.

Hurricanes occasionally cause much damage to life and property during the months of July, August, September, and October, though seldom as severe as the recent one on August 8, 1899.

It is only natural to explain the excellent health enjoyed on the island, as compared with other tropical countries and amid conditions totally at variance with the primary sanitary precepts, as the consequence of its exceptionally mild climate and to the frequent rain and thunder storms that wash out the streams and purify the land, whilst occasional hurricanes leave the atmosphere pure and clear, and lastly, but not least, these conditions are improved by the bright sunshine of which so much is enjoyed.

Typhus and other tropical scourges are unknown. Typhoid fever has never been epidemic and only isolated cases occur. Scarlet fever is very rare, and the measles, mumps, and whooping cough are generally so mild that patients recover with the simplest treatment, no sequelæ occurring.

The great epidemics that have swept the island have been smallpox, in 1804, 1818, 1877, and 1880; and cholera morbus in 1855. Yellow fever has been imported in several years. Syphilis is also an imported disease.

The natural climatic ailments are malaria in all its forms, rheumatic, catarrhal, and hepatic diseases, diarrhea, dysentery, tuberculosis, and diseases common to all countries.

There is no doubt that the instinct of self-preservation, which has always existed in this country as in all others, has led to the means of obtaining health and prolonging life, and the Indians had their "buhiti," or "medicine men," who were also in charge of the religious rites, and whilst they did not understand the prophylaxis of disease, it is certain that through their rites and ceremonies and other superstitions, they endeavored to relieve pain and sought the means of lengthening life.

1521.—The first sanitary measure of which there is any record was with reference to the transferring of the seat of the government to its present location from the mangrove marshes of Pueblo Viejo on the other side of the bay.

This was done at the instance of Rodrigo de Figueroa, who, on July 13, 1519, wrote, urging that the city of Caparra should be removed to the island opposite, which "was the best location in the world." Caparra was the capital of Porto Rico, and was founded in 1508, but, as stated, was abandoned in 1521, owing to the unhealthfulness of its position and surroundings.

1768.—We find nothing further until 1768, when, by royal charter of March 3, the superior board of health was established in San Juan to inspect slavers and other vessels arriving from foreign ports.

1804.—There were regulations in force at this time, established probably in the interval from 1768, as we find a letter from General (and Governor) Ramon de Castro approving the plan of Dr. Francisco Oller for the preservation and propagation of vaccine. This shows that smallpox existed in the island. It appears, however, that said plan was not carried into effect—probably forgotten, as the board passed a resolution in 1818 appointing Dr. Vargas to report on vaccination and the means of preventing the spread of smallpox.

1813.—By a decree of the governor-general, dated June 13, 1813, local boards of health were ordered to be formed in each municipality, and on the 23d of March, 1804, the local board of health of San Juan commenced its work under the chairmanship of the alcalde.

In accordance with a royal decree of November 10, 1813, the city council of San Juan caused a report to be made on the "black vomit" (yellow fever), which comprised not only the origin, cause, character, symptoms, development, and course of the disease, but went into the matter extensively, stating when the stage of the great-

est danger of contagion was known to exist, as well as the natural and suspected agents of infection, treatment of the disease, and its prophylaxis.

1814.—In the "Bando de Policia y Buen Gobierno" (police ordinance) there were included the sanitary duties, which the police were obliged to enforce, such as cleaning of streets and back yards, removal of garbage, cleaning of slaughterhouses, etc.

A slaughterhouse was built in the same year by order of Governor-General Lemerí.

1816.—On the 17th of June, 1816, a chair of medicine was established at the military hospital in accordance with a royal decree of January 31, under the direction of Dr. Jose Espallat.

The military hospital on San Sebastian street was founded by Bishop Friar Manuel Gimenez y Perez as a charity hospital, with his own private funds, in 1774, but it was later ceded to the Government because the existing military hospital, in use since 1615, was small, and its position adjoining the governor's residence was inconvenient and embarrassing for the defense of the city. The bishop, however, made it conditional that the city's poor should be received in it.

1816.—About the month of October, 1816, a malignant fever epidemic caused many deaths in Ponce, and the neighboring towns were obliged to isolate themselves.

The governor sent Dr. Arevelo to Ponce to investigate the disease, but I have found no data with reference to the measures adopted to stamp out the scourge, and though no symptoms are described, there is every reason to believe that it was yellow fever.

1818.—In consequence of several cases of smallpox at Manatí and San Juan, Dr. Vargas was instructed to make the report already referred to.

1824.—A circular dated November 2, 1824, was published embodying a report of Dr. Vargas of July 24 of the same year, giving the measures to be adopted in cases of poisoning by land crabs.

1830.—In August boards of health were ordered to be established in all towns and villages.

1832.—A resolution of the board of health with reference to the disinfection of vessels was adopted by the Government, and special instructions were issued for the inspection of vessels trading with St. Thomas.

1837.—A circular dated December 31, 1837, was issued by Gen. Miguel Lopez Bano commanding all local authorities to report on the state of health of their respective districts. A circular was also published making vaccination compulsory for persons attacked by smallpox and those attending them.

1838.—Circular No. 459 was issued by which vessels must be inspected on their arrival in port.

1838.—Upon the recommendation of the superior board of health the destruction of all manchineel trees, on account of their poisonous properties, was ordered.

1839.—The royal subdelegation of medicine and surgery was established, composed of three members and a secretary dependent directly on the home minister in Spain. It was an advisory board for the Government and all others in authority, with reference to matters pertaining to the medical science. Its duties were to guard against the fraudulent practice of the medical profession by unauthorized persons, by keeping a register of all physicians and surgeons duly licensed, and to adjust disputes between medical men and the authorities. This board ceased to exist on the 1st of July, 1899.

1839.—By royal charter of the 14th of May, 1839, a royal subdelegation of pharmacy was formed with powers to establish regulations for the granting of licenses and the fixing of fees for the same.

1840.—Circulars 3, 151, and 152 of this year contained instructions regarding vaccination.

1841.—Regulations were made for the marine hospital inspection, and several circulars were issued with reference to quarantine measures.

1846.—The keeping of swine within the cities and towns having been declared a public nuisance, and the cause of many diseases and of leprosy in particular, Circular No. 22, of the 28th of February, forbids this obnoxious custom, and further provides for the examination of hogs killed for sale.

The superior board of health sent a report to the governor-general with reference to the resolution passed by the local board of Ponce in May, 1845, by which the sale of pork was forbidden as a prevention of leprosy, and also on another resolution ordering the destruction of mango trees, which the same board considered the cause of fevers.

1848.—By royal order of March 19, 1848, regulations were established for the exhumation of corpses in cemeteries.

1853.—The board of health published recommendations and advice in case cholera morbus should appear on the island.

1854.—There being an epidemic of cholera in St. Thomas strict quarantine was established against that island, and precautions were taken such as the cleaning of streets and yards, disinfections, and the examination of food products.

1855.—Cholera broke out at Naguabo and general precautions were taken to prevent the disease from spreading. Persons dying from the disease were to be buried in special cemeteries, and in San Juan these were prepared on the batteries of Santa Rosa and Santo Domingo. The market place was closed, crowds were prohibited, and begging from door to door was forbidden. A board of relief was appointed to provide for the poor.

The superior board of health instructed Dr. Vargas to prepare and have published a short description of the disease, its prevention and treatment.

General Lemerí issued an order to be observed by all slaveholders during the epidemic.

1857.—A circular was issued by General Lemerí on January 8 ordering the discontinuance of burials in the cholera cemeteries of persons dying of other diseases.

1863.—Royal order changing certain dispositions contained in the royal orders of 1845 and 1848 respecting the exhumation of corpses.

1865.—On April 11 measures were adopted by the local board of health to prevent the spread of diphtheria, among which there was an order for disinfection of houses where there were cases of the disease. A regulation was also passed governing the cleaning of streets and sewers, removal of garbage, etc., as a precaution against contagious diseases.

There was an epidemic of yellow fever, and measures were taken to check the disease.

1866.—On the 23d of June, 1866, my father, Dr. Francisco J. Hernandez, published a long essay on hygiene in "El Fomento de Puerto Rico," pointing out the menace to the community at large of the way the poor people lived, huddled together in the basements of houses lacking light and ventilation, and urging the Government to provide for the extension of the city, thus preventing the crowded condition it was in. He also severely criticised the system of sewerage, and advised that water-closets and other outlets from houses should be connected with the sewers, which should be provided with a water supply to flush them regularly. This would do away with the cesspools that exist even to this day. He received the congratulations of the Government for his essay, and soon steps were taken to remedy the defects he pointed out.

1872.—The "diputación provincial" intended to build a leper hospital, and, as funds were not available, it finally accepted the motion of Deputy Dr. Francisco J. Hernandez, which provided that each municipality should isolate and care for the lepers in its district until the original plan could be carried out.

1875.—Several cases of smallpox were originally traced to Cuban arrivals, and measures were adopted to prevent the disease from spreading. Vaccination and revaccination were among these measures, and the local board urged the building of a smallpox hospital.

1877.—There was a yellow-fever epidemic during this year which led to special precautions in San Juan. The streets were cleaned, the sewer manholes on Fortaleza, Tanca, Tetuan, San Justo, and San Francisco streets were closed, and dirty water was not allowed to be thrown into the gutters before 12 p. m. Special regulations were made ordering the immediate burial of persons dying from the disease and the disinfection of houses wherein such persons died.

1878.—The yellow-fever epidemic continued for the greater part of this year.

1879.—Certain reforms were introduced into the regulations governing hospitals.

1880.—A smallpox hospital was built on the Santo Domingo Battery. This building was burnt by order of the United States Government in 1899, and the military ice plant is at present located on the same spot.

1881.—During this year a newspaper relating to matters of hygiene was started under the style of "Eco Medico-Farmacéutico."

1882.—In May, 1882, the "diputación provincial" contracted with Dr. Antonio Sierra y Carbo for the establishment of a vaccine station or the sum of 3,000 pesos and a yearly subsidy of 7,500 pesos.

1883.—La Salud, a periodical for the purpose of ingrafting into the people the knowledge and principles of hygiene, was, in this year, founded by Dr. Francisco del Valle.

1884.—The vaccine service was this year awarded to Dr. Jose Elias.

1886.—A pamphlet on hygiene published by Dr. Francisco del Valle was declared by the "diputación provincial" a text-book for use in the schools.

1887.—The vaccine service was awarded to Dr. Pedro S. Caimary for 4,000 pesos.

1888.—The subsidy of the vaccine station was reduced to 2,400 pesos.

1891 to 1892.—Dr. Elias again took charge of the vaccine service, superintending same until 1898. It was then awarded to Dr. Jose Rodriguez Castro, who held it until the "diputación provincial" was discontinued.

1894.—The city council passed resolutions for the establishment of a special police

code governing prostitution. This was carried into effect in 1895 and a hospital for diseased women was established.

1898.—At this time, as will be noted, there existed in Porto Rico:

First. A superior board of health, of which the governor was the president, and the other civil and military authorities, the chief surgeon of the army and the president of the subdelegation of medicine and surgery were ex-officio members.

Second. Local boards in all cities and towns presided over by the *alcalde* and composed of the municipal physicians, some members of the council, and the quarantine service physician. Matters pertaining to local sanitation were passed upon by the boards and approved by the governor.

Third. The subdelegation of medicine and surgery and of pharmacy.

Fourth. A military hospital.

Fifth. The municipal hospital on the Morro parade grounds, known as the "Hospital de Santa Rosa." It is a frame building and in every way deficient.

Sixth. The female charity hospital of "La Concepción," with accommodations for twelve patients.

Seventh. A female hospital for the treatment of venereal diseases.

1899.—Under General Order No. 91, of the headquarters of the department, the superior board of health was constituted July 1, as follows: Col. John Van R. Hoff, president; Maj. George G. Groff, secretary and treasurer; Surg. F. W. F. Wieber, U. S. N.; Surg. Arthur H. Glennan, U. S. M. H. S.; Dr. Gabriel Ferrer; Dr. Ricardo Hernandez.

The work done by this board from July 1, 1899, to May 1, 1900, was the following:

The adoption of a sanitary code for the regulation of the local boards and inspectors.

The by-laws governing the local boards were passed.

Circulars No. 1, 2, 3, 5, and 6 were issued with reference to typhoid fever and dysentery and precautions to be taken to avoid same; instructions to physicians respecting quarantinable diseases; precautions to guard against dysentery, anæmia, and diphtheria; the establishment of a vaccine station producing a sufficient quantity of lymph for the whole island; the appointment of an examining committee for physicians, apothecaries, dentists, practicanes, nurses, and midwives.

A chemical laboratory was established for analyzing food products and liquors.

The board has given its attention to all matters brought before it by the Government and insular officials. It has issued licenses to physicians, and others examined, who practiced their professions here under the Spanish rule. The management of the orphan and insane asylums was in charge of the board for some time. Plans were made for the erection of an improved leper station. The secretary has reorganized and kept the register of practicing physicians, etc., in a most practical manner and reference to same is now easy. This has been a matter of no small labor and deserving of the highest credit.

A statistical record of deaths and diseases causing same is kept, with the cooperation of local boards of health, inspectors of hygiene, and private physicians, who have been requested to furnish data respecting quarantinable and other diseases.

The foregoing is practically all the information I have been able to obtain, though I know that in matters of hygiene more has been planned and done, such as the tearing down of the walls of San Juan by the Spanish Government, and it was intended that the lands adjoining the city proper should be sold to promote the growth and extension of the city, thus avoiding its present overcrowded state.

The San Juan waterworks, which supply San Juan, Santurce, and Rio Piedras with water.

The remodeling of the sewerage system carried out in 1884, since when cesspools are in connection with the sewers.

At one of the meetings of the "Sociedad Economica de Amigos del Pais" a resolution was passed as proposed by Dr. Jose E. Saldana recommending the establishment of a bacteriological institute by the Government, and the matter was under consideration.

In Mayaguez a few private physicians attempted to establish such an institute and I do not know why the idea was dropped.

Recently Dr. Rafael del Valle requested the aid of the United States Government to start one here, and his request was favorably indorsed by the superior board of health, but lack of funds prevented the matter from going any further.

There has also been an improvement in the selection of schoolhouses and these at present conform with the scientific requirements as regards size, light, and ventilation.

I have no doubt that the attention now given by the Government to matters of sanitation and by the increasing efforts of the board of health, this island will not only be the loveliest, but the healthiest place on earth.

R. H. HERNANDEZ, M. D.

SAN JUAN, P. R., May 1, 1900.

EXHIBIT H.—*History of the subdelegation of medicine and surgery.*

[Compiled by Solomon Dones, former professor in the Institute of Higher Education of Porto Rico.]

The first duty imposed upon the subdelegation of medicine and surgery of Porto Rico after it had been established by royal order of February 28, 1839, was the drawing up of its regulations in accordance with the provisions of said royal order. This being complied with, the regulations were presented to the governor-general to be forwarded to the Government at Madrid, whose approval was necessary.

In spite of frequent requests by the subdelegation to the supreme Government, through several successive governors, approval was not obtained until 1849. The governor then resolved to have the subdelegation revise its regulations with a view to placing them more in harmony with its proper functions, or to draw up another set more applicable to existing conditions; whereupon the subdelegation appointed a committee to draw up new regulations, which, after being duly approved by the whole body, were sent to the governor of the island on December 27, 1849, to be approved and authorized by the sovereign.

Until this time the subdelegation was not able to perform its duties as set forth in the royal order instituting it, but found itself confined to examining and qualifying those who solicited the right to practice medicine and surgery from the captain-general, being subject to another royal order, which was brought into effect on the 4th day of August, 1841, "to repress the multitude of quacks on the island." In this way many titles, as medico-practico, surgeon-practico of the second and third classes, were issued, permitting thereby just what it was desirous of remedying. In a communication addressed to the superior Government at Madrid it was requested that a school of medicine and surgery be established, "because in this way the youths of the country would avoid going to the United States to obtain instruction, from which place they came with ideas and habits of immorality, affecting both religion and state, of which facts there are many proofs."

The personnel of the subdelegation consisted of three professors of medicine and surgery and one supernumerary, acting as secretary. They were named by the sovereign upon the recommendation of the governor.

The following were the duties of the subdelegation, according to the regulations of 1849:

First. To have the entire supervision of the practice of medicine, observing that no person practices without proper authorization. To carry out this obligation it was authorized to visé the license of those physicians already in practice and to make a copy of the same in the registry book.

Second. To regulate the fees of physicians for any expert services they may have rendered to the authorities, or to fix the fee in any particular case when the question has been submitted for judicial determination.

Third. To make regular reports on all subjects over which it has jurisdiction, and reports in special cases when requested by the courts of administrative bodies.

Fourth. To select the names of three doctors from each municipal district; these to be presented to the governor, who will appoint as titular physicians one for each town from the respective groups.

Sixth. To have preference over other members of the profession when they desired a position involving compensation.

Seventh. To receive payment for consultation, reports, and other professional services rendered upon the request of the authorities and courts in affairs of justice in civil as in criminal cases.

Eighth. To examine all physicians with foreign diplomas to enable them to practice in this country.

Ninth. To examine and issue licenses to practicantes, bloodletters, midwives, and chiropodists.

Tenth. To publish the penalties imposed upon those who had practiced their profession without strict compliance with all laws and regulations governing the subject.

Eleventh. To make out the estimate of expenses.

Twelfth. To see that its regulations are complied with.

On the 29th of May, 1866, the governor-general authorized the subdelegation of medicine and surgery to examine and issue diplomas to practicantes. Another order of similar character was issued permitting the subdelegation to issue licenses as dentists to practicantes.

Because of the large number of these secondary licenses issued an order was published on February 28, 1899, declaring all licenses issued to practicantes as dentists of no value, and stating that persons possessing such licenses should return same within the period of ten days without fail.

As this matter was of marked importance to the professional class referred to, we give herewith a copy of said order:

First. The subdelegation of medicine and surgery is authorized, in accordance with orders of the Spanish Government dated May 29 1866, to grant certificates to practitioners in minor surgery, provided the requirements in said order shall have been fulfilled.

Second. All certificates of surgeon dentists issued by the said subdelegation understood as entitling the holders thereof to perform the duties of doctors in dental surgery, not being authorized by said Spanish orders, are hereby declared null and void.

Third. The holders of these certificates shall return them within ten days to the subdelegation of medicine and surgery, where they will be exchanged for certificates of practitioners in minor surgery.

Fourth. Those who at the end of the time indicated shall not have exchanged their certificates, and continue practicing the profession in spite of the orders given, shall be called up by the mayors of the respective places, who will compel them to deliver the certificates, and besides levy a fine of \$50 on every certificate holder.

Fifth. The practitioners of dental surgery shall be allowed to practice only under the direction of a doctor in dental surgery.

The subdelegation prescribed and provided for the duties of its members.

The secretary was ordered to keep six books:

First, for the recording of the actions of the subdelegation.

The second, for the records of its employees.

The third, for the registration of examinations to which foreign physicians were obliged to submit.

The fourth, for the record of the physicians of the island, literally copying their licenses.

The fifth, to preserve the communications of the board, keeping separate books for those letters received and sent.

The sixth, for the noting of minor crimes committed on the island by the different intruders or charlatans.

Although these books were, of course, extremely important, they were kept in a very unsatisfactory manner.

For the better compliance with the vested duties of the subdelegation, a physician was appointed in each of the seven departments into which the island was and is yet divided. He was chief of his department, under the name of "coadjutore," and he was expected to see that the regulations were complied with in his district, to examine the titles of those who practiced or desired to practice medicine and surgery, keeping a current record of all those actually in practice, and to note any case of violation, informing the subdelegation of such. Said coadjutores were named previous to the approval of the regulations of the subdelegation, in virtue of an authorization from the governor on January 26, 1846. From July 22, 1868, they were known as subdelegates of the department, and regulations were drawn up setting forth their duties. They were obliged according to these regulations—

First. To see to the strict enforcement of the laws, regulations, royal orders, and circulars.

Second. To observe that no one practiced the medical profession, whether partially or wholly, without the required license, and that doctors should practice only within the limits defined by their licenses.

Third. To prosecute all persons who disobey the laws governing the practice of medicine or relating to the hygiene and public health of the district.

Fourth. To examine the licenses of physicians in their respective departments and forward a copy of the same to the subdelegation.

Fifth. To invalidate the seals and signatures of deceased physicians in their respective departments.

Sixth. To form a complete list of those physicians residing temporarily in their respective departments, of those who permanently practice, and of those dead, making any note that may be of interest.

Seventh. To execute the commissions given them by the authorities and to make reports as requested.

Eighth. To secure from the titular physicians of their respective districts a monthly report similar to that forwarded to the municipal council or the boards of the locality, giving the number of sick which they have attended during the month, stating age, sex, and color, and also the disease of the patient and the final result obtained. They were always obliged to report the appearance of any contagious disease and the principal circumstances connected with same. This was to be done with the greatest haste possible.

Ninth. To solicit of the other physicians similar information as given by the titulars.

Tenth. To forward to the subdelegation the originals of the aforesaid communications, exact copies of same to be retained.

Eleventh. If the information given by the physicians was not sufficiently clear, more details were requested, and an account of the investigations were sent to the subdelegation.

Twelfth. To make an examination in their respective districts of the progress of vaccination, to see that it was continued, and make a report on same every three months, with recommendations.

Thirteenth. To obtain the aid of the local authorities when necessary to secure the better enforcement of the laws and regulations.

Fourteenth. To at once report the violation of any law of public health, inclosing proofs of the statements made in such reports.

All these duties had to be complied with, and no remuneration for the service was made. For this reason their performance was never completely secured, and it is known that even after circulars were repeatedly issued the assistance of the government was necessary to compel the delegates in the respective departments to properly perform their obligations.

The right to register the diplomas of physicians was later given to the alcaldes, to whom the physicians were obliged to present their diplomas for registration in the municipal registry. In this registry no diploma could be entered unless the owner was authorized to practice by and registered with the subdelegation or governor-general. The alcaldes were obliged to inform the governor of any violations that they might observe, but, strange to say, the principal violations were committed by the alcaldes themselves, who accepted diplomas that had never been seen by the subdelegation, and the fact of this abuse was never communicated to the authorities. The result was that doctors practiced for some ten or twelve years, having duly presented their diplomas to the alcaldes, but who were wholly unknown to the officers of the subdelegation of medicine and surgery.

Among the more important prerogatives possessed by the subdelegation was the power to examine physicians who were graduates of Spanish universities, approving their diplomas in order that they could practice their profession on the island. We would naturally suppose that all such physicians from Spanish universities were subject to such examination. But this was not so, for in virtue of the decree of February 6, 1869, declaring sufficient those diplomas from foreign colleges, many persons were authorized to practice, while others passed examinations to comply with the requirements of the royal order of December 10, 1879.

The subdelegation was not, nor should it have been, held responsible for this variability. The fault was in the existence of two conflicting laws on the same subject, and the facility with which the governor could apply the one or the other according to the special circumstances. Still further, doctors from foreign universities were authorized by the general government to practice throughout the island, and there exists no evidence showing that the subdelegation made any protest in the matter.

There are at hand copies of but few reports which it made. They are in reference to its having settled misunderstandings between physician and patient, or between the courts and physicians, in regard to differences arising as to payment for professional services.

It is known that the subdelegation reported on various occasions on medico-legal questions, and also reviewed some of the work of experts in forensic medicine, and received many congratulations and encouragements. But no copies of this work were retained by the subdelegation, and the originals were attached to the documents leading up to the action and remained on file at the different judicial centers where these affairs were afterwards given publicity.

These reports were made on request of the Government when it desired to obtain the opinion of the subdelegation on matters of health, medicine, or any other subject coming within the sphere of its work. Its reports were always absolutely impartial.

With respect to the appointment of president and members, neither the letter nor the spirit of the regulations was always observed; indeed it is well known that appointments made by the central government, far from taking these into consideration, were often actuated by motives of partiality or profit. Oftentimes those who could not agree with the attitude taken by the Government were obliged to resign in order to maintain their professional dignity. In later years, more especially about the time of the change of sovereignty, politics became a leading feature in the work of the subdelegation, and as a result the regulations were most lamentably violated.

There exists no data by which we can learn of the programme used in the examinations of physicians and surgeons. Some physicians were authorized to practice their profession in but one part of the island only. The practice of others was confined to particular towns. The fees were variable for these licenses, and the licenses had to be renewed at stated periods.

Among the various reports made by the subdelegation of medicine and surgery one is found in which the table fixing the rate of fees to physicians was modified. This specified the diseases and operations, and stipulated the charge for each, with any

variation allowed for unusual circumstances of time and place. It prohibited the use of magnetic fluid or magnetism. The subdelegation regulated the use of poisonous substances in June, 1846, and matters relating to the ethics of the medical profession. In 1855 it suggested that a certain number of physicians in municipalities, where there were no titular physicians, should be appointed to care for the sick poor, payment to be made by the Government in accordance with the adopted rates. It instructed physicians in their duties in the time of epidemics, and made other reports of value.

From February 10, 1847, date of first entry of examinations, to the extinction of the subdelegation and transfer to the superior board of health, it examined:

Foreigners, revalidations of title	99
Dentists, revalidations of title	32
Practicantes, revalidations of title	146
Midwives	12
Chiropodist	1
Total examinations	290

In the registry book of the General Government, together with the book of registry of titles of the subdelegation, there are found the following entries:

Doctors in medicine and surgery	121	Surgeon-medicos, third class	1
Licentiates	273	Surgeon-practicos, third class	1
Surgeons	1	Medico-practicos	1
Authorized but not doctor	1	Surgeons, third class	4
Surgeon-practicos	9	Surgeons, second class	4
Surgeon-mayores	2	"Fracultativos habilitados"	1
Surgeon-medico-practicos	5		

There are found 366 physicians registered with the subdelegation up to the month of July, coming from the following universities:

Barcelona	88	Michigan	1
Baltimore	2	Madrid	70
Berlin	1	Bellevue Hospital College, New York	18
Brussels	4	Naples	3
Cadiz	4	Oporto	1
Caracas	16	Pamplona College	2
Canada	1	Paris	22
Edinburgh	2	Pennsylvania	3
Granada	3	Pisa	3
Geneva	1	Rome	1
Habana	17	Santiago	25
Heidelberg	1	Sevilla	24
Holland	1	Institute of St. Domingo	1
Jefferson College, United States	5	Turin	2
Riell	1	Valencia	8
London	1	Valladolid	7
Louisiana	2	Wurzburg	1
Long Island College	1	Vanclure	1
Montpellier	5	Zaragoza	7
Martinica, College of	1	Of unknown centers	19

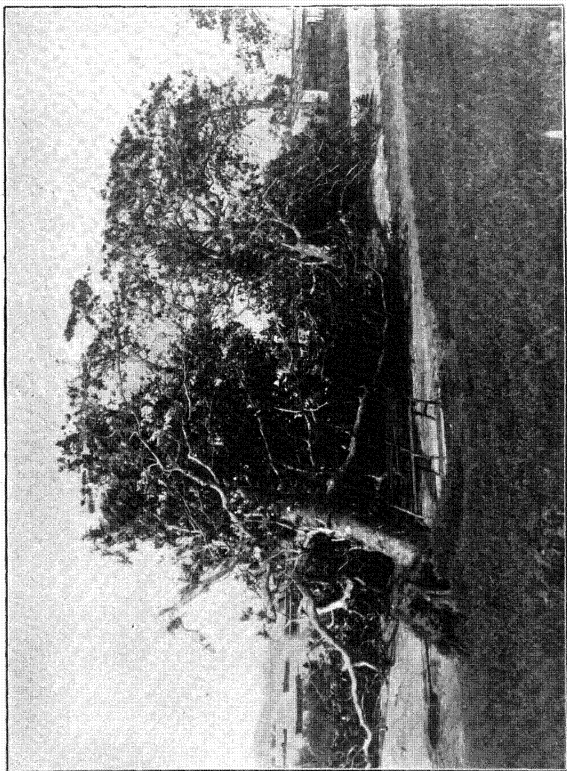
It should be understood that only 16 of this number were found to be registered with the General Government. The title of the medico-practicos, etc., were issued by the subdelegation, and entered in a book very badly kept, under the charge of the secretary of the Spanish Government.

The following is a classification of same in accordance with their nationality:

Porto Ricans	209	Italians	3
Spaniards	114	Danes	2
Frenchmen	21	Granadians	1
Cubans	11	Hollanders	1
Venezuelans	9	Englishmen	1
Americans	3	Unknown nationality	54

The following is an academic classification of those dentists whose titles are found to be registered with the subdelegation, numbering:

Doctors	20
Surgeon-dentists	4
Dentist-mecanicos	1
Dentists	16



TREES UPROOTED IN SAN JUAN.

The number of practicanes registered with the subdelegation or with the Government is 145:

Examined by subdelegation.....	140
From University of Sevilla.....	1
From University of Barcelona.....	1
From University of Habana.....	1
From University of Madrid.....	2

There were 17 midwives registered with the subdelegation or the Government:

Examined and titled by the subdelegation.....	12
From colleges of Madrid.....	2
From colleges of Habana.....	2
Places of graduation unknown.....	1

It is but natural to suppose that all the professional people of the island have not been included in the list here shown, and, as we have already seen, this is due to the fact that some physicians presented their titles to the General Government and not to the subdelegation of medicine and surgery, and inasmuch as the book under the charge of the secretary has been lost, there exists no data relative to the registrations from the 20th day of December, 1876, up to the 20th day of March, 1883, and the number lacking is 112, of which some have appeared for registration with the superior board of health.

Since the organizing of the superior board of health 174 licenses have been issued to various physicians. Of this number 127 titles pertained to physicians who had been registered with the subdelegation or the General Government; 39 secured licenses under the "toleration" clause of the order, by showing their diplomas and submitting evidence that they had practiced on the island previous to the American occupation, and 9 were examined. Those who became licentiates by "toleration" and by examination came from the following universities:

Barcelona.....	5	New York, Bellevue H. M. C.....	4
Burlington, Vt.....	2	Long Island College.....	1
Brussels.....	1	Paris and New York.....	1
Canada.....	1	Pennsylvania.....	1
Caracas.....	2	Pennsylvania and Caracas.....	1
Dublin.....	1	Mexico and Habana.....	1
Habana.....	1	Harvard.....	1
Michigan.....	1	Santiago.....	4
Madrid.....	10	Zaragoza.....	1
Montpellier.....	2	Valencia.....	1
Muchen and New York.....	1	Place of graduation unknown.....	4

Thirty-five dentists have obtained licenses for the practice of their profession, 18 of whom registered their titles, 14 had diplomas or licenses and proved their practice on the island previous to its occupation by the Americans, and 3 were examined.

The following is the number of titles issued to practicanes, reaching 74:

By right acquired from previous practice.....	62
By examination.....	4
By certificates, etc., from alcaldes, doctors, etc.....	8

The number of midwives who obtained their licenses is 12, as follows:

By examination.....	1
From University of Caracas.....	1
In virtue of certificates as to aptness, etc.....	3
For previous rights acquired.....	7

One license was issued to a person as nurse, the applicant having presented all the necessary certificates as to his proficiency, character, etc.

NOTES.—In 1816 a medical instruction department was established in the military hospital, which was taken charge of by a professor, who was obliged to give all the necessary instruction and to act in the capacity of chief physician. But this gentleman could not conveniently attend to so difficult a charge, and in 1845, feeling that said department was of no benefit to the country, the governor-general ordered its discontinuance, establishing in its place a school of "surgeon-medico-practicos," composed of four professors. After the students had completed their course at the school, they could present themselves to the subdelegation of medicine and surgery and be given the right to practice. This was the origin of the medico and surgeon practicos.

In 1875 it was declared by the subdelegation that according to the data found on file it had to its credit 30,000 pesos.

In 1881 it was proposed to establish an academy of medical, physical, and natural sciences, the subdelegation of pharmacy to be included in same, and to "come under the direction of the captain-general." This intention was carried into effect.

Those practitioners of medicine who had proved that they had practiced their profession for six years were authorized to continue in their practice.

Whenever a physician with a foreign diploma desired to enter into a competitive examination to obtain any public office which pertained to his profession he was obliged to solicit same from the sovereign after approval by the subdelegation; but sometimes the municipal councils appointed for their service foreign physicians, and the governor gave approval or disapproval to the appointment, according to the case.

In 1875 the subdelegation of medicine and surgery determined to regulate the practice of midwifery, because it had become evident that this work was incompetently performed; whereupon the Government was petitioned that a portion of the Asilo de Beneficencia be dedicated to the assistance of poor women in their confinements, and where, under constant medical supervision, those desirous of studying the art of obstetrics could do so.

On July 18, 1899, a general order was published (No. 102) in which was clearly and precisely stated the duties of the superior board of health; and to our view Paragraphs IX and X of said order are of great importance, as follows:

"To prepare regulations governing the admittance of persons to the practice of medicine and surgery, pharmacy, dentistry, midwifery, embalming and undertaking, and to enforce such regulations as are adopted by the government of the island.

"To inquire into and report upon violation of laws governing the purity and wholesomeness of foods, drinks, drugs, and medicines. To submit, through the governor of the island, regulations to control offensive and dangerous occupations, and to report upon and make recommendations regarding any special sources of danger to life or person."

It will be seen in the first of these paragraphs that the same faculties possessed by the subdelegation of pharmacy and subdelegation of medicine and surgery were vested in the superior board of health, without any restrictions, not alone in all that relates to the various courses indicated, but as well to the regulating of interments, funerals, and burials, giving full instruction as to the manner of procedure, etc.

Regarding the second paragraph, all matters relating to sanitation come within its jurisdiction, and it is required to give any information upon such matters requested from official centers. In short, with but few exceptions as to form, all the power, obligations, faculties, etc., possessed by the now extinct subdelegation and the board of health are conferred upon the superior board of health of Porto Rico without the humiliating, "trampling-under-foot" aspect of former times.

EXHIBIT I.—*History of the subdelegation of pharmacy.*

[Compiled by Solomon Dones, former professor in the Institute of Higher Education of Porto Rico.]

The royal subdelegation of pharmacy was established by virtue of the royal order of March 14, 1839. The regulations of August 13, 1841, determining its functions, having been approved, were communicated to said organization on the 15th of October of the same year. Its establishment was ordered to take effect immediately, with the authority to supervise all pharmacies and drug manufactories on the island every two years; to arrange the studies of applicants in pharmacy, to verify the examinations of these, and to issue the corresponding diplomas, the fees being paid accordingly.

Previous to the establishment of the subdelegation of pharmacy the practice of this branch had reached the highest point of confusion and disorder, because persons who were absolutely ignorant of the most rudimentary knowledge of so delicate a science were licensed as pharmacists. This constituted a source of great danger to the public health, and formed a constant menace to the interests of humanity. The subdelegation abolished this prevalent practice, placing the studies of pharmacy on a more scientific basis, and thereby secured a better standard for the practice of same.

ORGANIZATION.

The following were included in its organization:

First. Three professors of pharmacy, appointed by the governor, to be of high standing and "loyal to Her Majesty the Queen and her Government."

Second. An inspector, who also acted in the capacity of secretary as well as fiscal, to see to the strict observance of the regulations.

The subdelegation in its special educational functions acted under the general direction of the national department of education, representing the same throughout the island of Porto Rico and using a seal with the words "Royal subdelegation governing pharmacy."

REGULATIONS.

In the regulations of 1841, later modified to meet the requirements of newly introduced customs upon various propositions, the following duties were vested in the subdelegation:

First. To inspect drug stores in all parts of the island every two years.

Second. To examine applicants for licenses in pharmacy.

Third. To observe that pharmacists strictly complied with the duties of their profession.

Fourth. To prevent the establishment of drug stores the owners of which had not complied with all the legal requirements with reference to their professional competency.

Fifth. To observe that druggists sold medicinal articles subject to the then existing pharmacy laws.

Sixth. To impose fines upon those who violated the laws.

Seventh. To appoint competent pharmacists of the island to inspect the drug stores, reporting on what they had observed and thought worthy of consideration. These inspectors had the right, by special authority from the subdelegation, to enforce strict obedience to the laws, imposing just fines, which fines were doubled on second violation. In case of a second repetition of the offense the subdelegation could cause a fine as high as 250 pesos to be imposed, and could prohibit the sale of the articles involved, confiscating the stock of such on hand and placing it to the credit of the royal pharmacy. The inspectors were also authorized to report any person who practiced both medicine and pharmacy, allowing such person to retain his own professional title and seizing the other for remission to the subdelegation, to be filed accordingly. It was the duty of the inspector to oblige a father or son to relinquish practice in a town where the physician was father or son of the pharmacist of the town.

These orders, as well as the inspectors, were done away with between the years 1862 and 1865. No data exists relative to the exact date of their having ceased.

Eighth. To intervene and terminate, by recommendation, any differences which arose between pharmacists in the public administration with reference to the valuation of medicines served to the poor.

Ninth. To draw up a catalogue of medicines that a druggist must have in stock before he could be permitted to open his place of business; also the prices at which all medicines, whether simple or compound, should be sold. The inspectors were to be governed by these.

Tenth. To issue licenses to merchants, provision agents, or grocers who desired to sell simple medicines.

Twelfth. To inform the authorities of serious violations of the law, that the persons infringing might be duly punished.

Thirteenth. To name a member of their faculty who should inspect the importations into the country of medicines through the custom-houses, admitting those of good quality, and retaining those that were not.

Fourteenth. All the members of the subdelegation were subject to the same privileges, rights, and other obligations that the laws conceded to the other pharmacists on the island.

REMUNERATION.

The following were the remunerations received by the members of the subdelegation:

First. A member received 2 pesos for each matriculation of an applicant in pharmacy that he effected; 4 pesos for the two examinations held (paid by the applicant), and 150 pesos examination fee deposited by the candidate before admission to final examinations.

Second. The member appointed to inspect medicines which came through the custom-house received 4 pesos for each invoice containing eight articles he made out.

Third. The inspectors received 4 pesos for each inspection made of a drug store, warehouse, or depot of medicines.

Fourth. Each member received 1 peso for every license issued by the subdelegation for the sale of simple medicines.

The following were the requisite conditions to enable one to practice pharmacy:

First. To have four years of professional practice, during which time the minor sciences must have been studied. In the first year it was required to study elements of natural history; in the second year, elements of chemistry; in the third, the study of drugs and medicinal substances used in pharmacy; and in the fourth year, experimental pharmacy.

Second. At the commencement of every year the subdelegation must prepare for the matriculation of applicants, who were obliged to present original proof of baptism, a certificate of having taken a course (and this approved) in Latin grammar, logic, and mathematics, and another certificate from the druggist in whose pharmacy they practiced.

Third. At the end of each year the applicants received an examination in the courses they had studied during the year, and, if approved, a corresponding certificate was issued them.

Fourth. The applicant was required to present, before examination, certificates from a pharmacist to the effect that the latter had acted as his preceptor for the last two years of the course. Certificates for the first two years were unnecessary, as the applicant during this time was not required to study under a preceptor.

Fifth. After completing his course the applicant presented himself for final examination before the subdelegation, with the four certificates of having successfully passed the required preliminary examination and depositing 150 pesos with the funds of the subdelegation.

Sixth. He must then pass a theoretic and practical examination in the presence of any one of the members of the subdelegation by writing and dispensing two prescriptions.

Seventh. The examinations successfully completed, each applicant filled out a declaration in accordance with the required formula.

After all formalities had been complied with the subdelegation granted a title as "licentiate in pharmacy," which permitted practice throughout the island; and the "general direction of education" was so informed by means of a printed form in which the applicant's name in full and his residence were given. Should the candidate desire permission to practice his profession throughout the entire Spanish dominions, the said corporation had to be so petitioned. Foreigners were obliged to prove that they had practiced their profession in their own country.

GENERAL REGULATIONS.

The pharmacists who were established, and by the public recognized as such, at the time of the organization of the subdelegation were allowed to continue to practice their profession; but those who thereafter arrived in this country and were not from a Spanish university were obliged to pay 150 pesos to revalidate their titles.

Merchants, grocers, and owners of warehouses who took out a "patente" or license were allowed to sell simple medicines in their natural state without preparation, provided they were sold in quantities of not less than a quarter of a pound.

The subdelegation held meetings once every week, on a day and hour appointed by the board, for the consideration of everything which related to the literary and economical government of the profession.

The regulations provided for the necessity and propriety of appointing, when funds so permitted, a committee on botany and chemistry to prepare a general plan of studies and forward same to Her Majesty, through the governor, for approval.

RENDERING OF ACCOUNTS.

The subdelegation of pharmacy, being under the immediate supervision of the "general direction of education," in the scientific literary, as well as the economic, order, was obliged to remit a semiannual account of receipts and disbursements, with a statement of the amount of funds on hand and accompanying vouchers.

Of these accounts remitted, a great number lay for many years in the archives of the "general direction" without having ever been examined or approved.

The duties of the secretary were set down in the regulations with a confused statement of details. He received all applications from candidates, who were obliged "to send all papers," including information as to good moral character, together with the petitions made to the subdelegation. He had also to take charge of moneys deposited for any reason with the subdelegation, giving the corresponding receipt for same.

The duties of the inspectors were also conveniently established. These officials were invested with very unusual powers. They had authority to close, or cause to be

closed, any pharmacy the owner of which practiced any profession other than his own, the subdelegation being thus informed. They had the right to order the presentation of inventories of the property of the store; and if any false or suspicious statements were found, the establishment was, by their own authority, ordered to be closed and the subdelegation informed thereof. The fines imposed were placed with the funds of the subdelegation.

The inspectors were obliged to make a searching examination of the prescriptions; and if some were found to be written by an incompetent practitioner, for internal use, the druggist was warned and a report made to the subdelegation. In towns without physicians the inspectors "permitted internal medicines prescribed by 'curiosos' or quacks to be dispensed." Comment is unnecessary.

Fortunately this condition of affairs with respect to supervision, which was greatly abused, lasted but a short time, and the druggist thereafter was free from the scandalous guardianship of his professional brother.

Notwithstanding the excessive and arbitrary authority of the inspectors, the subdelegation of pharmacy may be considered as having been the best organized board the country possessed, for it carried out its many indispensable duties with the proper zeal.

It should be understood that previous to the definite establishment of the subdelegation there existed a subdelegate pro tempore, appointed by the superior board of pharmacy, who was authorized to examine and issue diplomas. The last person fulfilling so delicate a charge was Don Urbano Blasquez Pardo, licentiate, who resigned on the 1st of July, 1839.

The subdelegation made numerous reports, of which many copies were filed in its archives, and the Government put in force many measures which said center advised.

In 1862 it was recommended that in towns where there were more than one drug store the prescriptions for medicines for the poor be equally divided among them.

In 1864, upon the suggestion of the subdelegation, the governor ordered that prescriptions written for the poor sick be numbered and submitted as vouchers to the accounts for reimbursement, with a detailed memorandum of the character of each, so that errors or overcharges in accounts of druggists could be corrected.

In the same year protest was made against the introduction into the country of the homeopathic system of practice, adding that "the importation of medicines for practice, under said system, was against the interests of humanity." Dr. D. N. Bascome was the first homeopathist to practice in this country.

The subdelegation rendered a yearly report for each town of the value of medicines distributed to the poor sick, upon which estimates of such expenditures were based and approved.

The record books of the subdelegation show numerous communications from the inspectors and also from the inspectors of medicine, the latter respecting their proceedings in the custom-house, and also communications which lead up to very extensive reports of but little importance.

Many of the requirements of the regulations were modified, and others fell into disuse, but the subdelegation always remained the authority on questions concerning the practice of pharmacy, interposing in matters of difference as to payment for medicines between pharmacists and municipal councils, preparing studies in pharmacy, and examining and issuing diplomas to applicants. This latter function was later transferred to the Institute of La Enseñanza, which conducted the examinations which took place in the academic year 1898 to 1899. This order required that to obtain a title of pharmacist by examination after February proximo the candidate must possess a title as bachelor. This judicious requisite was not complied with, because those applicants who desired examination in the said academic year were unable to do so, nor should this have been required, since they matriculated previous to the promulgation of said order by the military governor. The institute was closed on June 30, 1899, and the superior board of health of Porto Rico was established, which center was authorized to examine and grant diplomas to pharmacists, physicians, dentists, practicantes, etc., as it has been doing up to the present date, with strict enforcement of the laws on the matter.

The general order abolishing the subdelegation of pharmacy was issued on December 1, 1898, which reads as follows:

I. The royal subdelegation of pharmacy is hereby abolished.

II. Until a university is established in Porto Rico, the courses and examinations necessary for a diploma in pharmacy will be in charge of the institute of higher education.

III. The fees for examination and diplomas will be the same as were charged by the subdelegation of pharmacy.

IV. From February next the degree of bachelor will be required for matriculations in pharmacy.

V. As in case of the degree of bachelor, that of pharmacist may be obtained by private tuition, provided it be shown by yearly certificates that the candidate has during three years gone through a practical course of studies in a registered pharmacy.

VI. The institute of higher education will take charge of the archives of the subdelegation of pharmacy.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

The following was the method of procedure of the subdelegation: The petition of the applicant was filed. This document had to be accompanied by a communication to the president, an original baptismal certificate, a certificate as to good conduct, and also one as to his having taken a course in Latin, Castilian, logic, and mathematics, to which was added the annual approval of the course taken by the applicant during the year preceding. The course being completed and the examinations all approved, a certificate to this effect was filed with the petition and a title granted. In the registry book a literal copy was made of the title, which served as a registration of the same. This requirement was not always duly complied with, because there appear many entries that are not complete, some minus the signatures of the examiners, some without date, and many with but a single heading.

It was a very common thing to make exceptions in favor of applicants who were not of proper age, for these would often employ a frequently successful way of obtaining these exceptions, that is, by appealing to the governor, who usually received letters of recommendation from persons of influence, and he would then disregard the law. He would request information regarding the matter from the subdelegation and would always receive a favorable recommendation on the applicant's petition.

The manner in which foreign titles were registered was to literally copy the title presented by the applicant.

Pharmacists, not graduates of Spanish universities, were obliged to obtain a license by examination, which fact was later noted in the registry, the same as done to students who took courses in the subdelegation.

The power of reviewing foreign titles was vested with the subdelegation in 1846 and ratified in 1848; the payment of 750 "escudos," equivalent to 375 pesos, being an indispensable condition; but later, taking as a basis the expenses which this institute had, the applicant was obliged to pay 8 pesos for examination and 150 pesos for the title, besides other expenses.

From the 5th day of March, 1842, date on which the first entry was made in the registry book, until the last, the date of which is not given, though quite certainly some time in the year 1898, the subdelegation of pharmacy registered 331 pharmacists, from the following places:

Subdelegation of pharmacy of Porto Rico	297
Porto-medicate of Cadiz	1
Superior board of pharmacy of Cuba	5
Given by the general direction of education of Spain (college not given)	2
Subdelegation of pharmacy of Mallorca	1
University of Naples, Italy	1
University of Santiago	3
University of Madrid	5
University of Barcelona	7
University of Habana	5
New York College	1
University of Caracas	1
University of Canada	1
University of Sevilla	1

With respect to nationality they may be classified as follows:

Porto Ricans	260	Dominicans	3
Spaniards	32	Danes	3
Cubans	5	Swedes	2
Venezuelans	5	Italian	1
Frenchmen	12	Mexican	1
Englishmen	1	Of unknown nationality	6

The institute granted 34 titles to persons who because of these were licensed by the superior board of health, of which number but 20 appear to be entered in the old registry book of the institute. They are as follows:

Porto Ricans	32
Cuban	1
Dominican	1

Since the superior board of health was established, to date 205 licenses were issued to different pharmacists, as follows:

To those granted licenses by the royal subdelegation of pharmacy of Porto Rico..	162
To those granted licenses by the board of higher education	34
By examination	5
To those with titles from the University of Barcelona, and who had practiced previous to the advent of the Americans	2
To those who possessed titles from German universities	1
By toleration—license granted in virtue of large practice during Spanish occupation and proven aptitude in pharmacy	1

There are of these:

Porto Ricans	191
American	1
Cubans	3
Frenchman	1
Dominican	1
Spaniards	8

The fact that the subdelegation of pharmacy most notably seconded the steps taken by the Conde de Mirasol, governor-general of Porto Rico, deserves special attention. The said general suggested that 2 Porto Rican youths, whose character and intelligence were unquestioned, be sent to Europe to receive a scientific education, so that upon their return they could enlighten the culture of their native land with what they had acquired. This recommendation received a hearty echo from all the members of the subdelegation, and in April, 1848, it was authorized to invest in said project \$1,000 annually for the maintenance of said youths.

One of the two students elected was Dn. Ramon Baldorioty de Castro, who, by his wisdom and virtue, reach the highest possible position among his fellow-countrymen, his name being well known in other countries.

The other student was Dn. Jose J. de Acosta, who, together with Dn. Ramon Castro, opened the way for the free entrance of civilization into the country. They represented their country in her demands for justice from the Spanish courts, though, unfortunately, in spite of their earnest efforts, this was never obtained.

In 1885 pharmacists were declared exempt from the payment of subsidiary taxes for the substances they employed in the composition of medicines, but they were obliged to fill gratis all prescriptions written by physicians under the *pro amore dei* clause.

The widows of pharmacists were authorized to keep open, under their name, the establishment of their husband, but a licentiate in pharmacy had always to be present.

Shortly after the foundation of the subdelegation moneys were collected from students in pharmacy in payment for examinations and title. With these funds the board met its many expenses, but later the state laid hold of these as a means of covering the expenses of its budget.

EXHIBIT J.—Report of board of health of San Juan.

SAN JUAN, P. R., May 16, 1900.

SIR: I have the honor to submit the following report of the board of health of this city for the period from July 1, 1899, to April 30, 1900.

A few remarks in reference to this city and its people may aid in fully appreciating the difficulties experienced by the city board of health in its work.

San Juan, except that portion known as Santurce, is situated on the island of San Juan. It is located on a hillside which slopes from north to south, and its natural drainage is excellent, the only disadvantage being that the drainage flows into the bay, which is on the south of the island, and which constitutes the harbor of San Juan.

It is said that originally the Spanish Government retained for military purposes all the island of San Juan except a small strip adjacent to the harbor, which was turned over to the natives for building purposes.

As the population increased another allowance of land was made them, and the process was repeated, so that at present we have a city in which the lower and less desirable portions are occupied by the wealthier class and the higher and more desirable portions by the poorer class.

San Juan proper is a walled city and it was evidently the desire and intention of its people to live within its walls, as of a total population of 32,000 in the entire municipality, about 18,000 are packed within a space of about 140 acres; i. e., they occupy so much of the land within the walls as was given up to them for building purposes. The remaining 14,000 are scattered about in the suburbs of Puerta de Terra and Santurce.

Its inhabitants are about equally divided between the colored—negro and mulatto—and the white—Spanish and Porto Rican.

In all matters of sanitation and hygiene the Spaniards appear to be about a century behind the times, and it is, therefore, not surprising that the majority of the inhabitants of this city are uncleanly, both in their domestic surroundings and in their personal habits.

Owing to the lack of proper facilities for the disposal of sewage, it was customary to throw almost all waste matter either into the cesspool or the street, a small proportion of garbage being taken away by bull carts. With the owner of the house threatening a rise in rent in case he was required to clean the cesspool too frequently to suit him, with the police threatening arrest in case slops were thrown into the street before 10.30 p. m., and with either no sewers or no proper sewers, it can not be wondered at that these people had learned to live with the use of the smallest possible quantity of water for cleaning purposes. But that the lack of facilities for the disposal of waste water is not the sole cause of their uncleanness is shown by the fact that in country districts, where there is plenty of room for the disposal of sewage, the same uncleanly habits are observed as in the city.

The fact that until recently they depended entirely upon cistern water (rain water) for all purposes may also have had something to do with their scanty use of it. Whatever the cause or causes, it is quite true that the natives of this city appear to possess a decided antipathy to water.

The buildings are, as a rule, two stories in height. They abut directly on the street, and in compliance with a municipal ordinance about one-third to one-fourth of the ground upon which they are erected is left uncovered and is used as a courtyard. The houses are invariably of brick and cement mortar, a compulsory measure also. About four-fifths of the houses in San Juan proper are tenement houses, according to the American idea of a tenement house, i. e., roughly speaking, a house in which three or more families dwell. The ground floor consists of a hallway leading to the courtyard, on each side of which, and on all sides of the courtyard, are small rooms, each occupied by one entire family of the poorer class. The wealthier people live on the upper floor or floors.

In the center of the courtyard is the cistern from which water for all purposes is obtained. Within the last year aqueduct water has been installed in probably two-fifths of the houses. On the ground floor, in rear, is the latrina or cesspool, an enormous hole with brick and cement sides and a floor of earth to permit the liquid contents to pass into the ground below. It can, therefore, be readily understood that this city is undermined with cesspool matter. The latrina is neither lighted nor ventilated except by the door through which one enters.

Two of the great needs of the city at present are more available land for building purposes and more houses.

If the regulations of the superior board of health in regard to air space in dwelling houses were strictly enforced, hundreds of families would be rendered homeless.

As for house plumbing, there was none. About two years ago a municipal ordinance was passed which stated that in all streets where there was a sewer the large cesspool should be replaced by a small one, called a "poso-muro," which should be connected with the sewer. A large number of the property owners simply made an opening in the top of the original cesspool and connected with the sewer by a brick drain; and this method of house plumbing, namely, the connection of the cesspool with the sewer by a brick overflow, is in vogue to-day.

In some of the large tenement houses there is a person whose business it is to see that no one sleeps therein without paying rent, but there is no one to look after the cleanliness of the place in general. One of the first acts of the city board of health was to endeavor to obtain an approval of the city council to an ordinance compelling owners of tenement houses to appoint a janitor, whose business it would be to clean those parts of the premises used in common; but the council refused to approve.

The city government has not been progressive in sanitary matters, and whatever advancement has been made was on the recommendation of the superior board of health and by order of the military governor.

Another great fault in house sanitation is the manner in which cisterns are cared for. Their walls and floors are of brick and cement, and as a rule they are without covers. Very often the walls are cracked or broken, and, as they are never far from the cesspool, in such cases there is undoubtedly infiltration of cesspool matter into the cistern. Often, too, are found in cisterns old cans, shoes, rags, etc., evidently

thrown there by the people who drink water therefrom. Very often the usual place for the bucket, which is used for hauling up water from the cistern, is on the floor of the courtyard, which is apt to be very dirty. Rain water is conducted to the cistern from the roof of the house, and there is not sufficient care observed to maintain this in a cleanly condition.

The poor women living in the small rooms on the ground floor earn their living largely by washing, and the fact that the courtyard is used for this purpose adds another objectionable feature to life in a tenement house in this city.

The "plumbing" in municipal public buildings, including schoolhouses, is of the same character as in tenement houses.

A considerable portion of the work of the board has consisted in house cleaning, or, rather, cistern and cesspool cleaning.

One inspector was constantly employed in visiting the buildings of the city, particularly public buildings and tenement houses.

The number of cesspools cleaned by the excavating apparatus of the board averaged about 25 per month; the number cleaned by the owner by order of the board about 20.

The number of cisterns cleaned by the board averaged about 10 per month; the number cleaned by the owner by order of the board about 15.

The charge made for cleaning cesspools is about \$2.50 per cubic meter; that for cleaning cisterns \$2 per hour.

An idea of the size of some of these cesspools may be gained from the cost of cleaning the four at the San Juan jail, which at the above rate, was about \$439. Although each year an allowance was made in the municipal budget for this work, it is probable that they had never been thoroughly cleaned previously.

The employees engaged in this work consist of 1 excavator expert, 8 prisoners, with 2 guards for same, and 3 teamsters.

San Juan proper has about 9 miles of streets, about 4 of which are paved with vitrified brick, and the remainder with rounded cobble stones.

With the assistance of the military government, which furnished mules, wagons, and teamsters, it has been possible to keep the streets of San Juan in a very cleanly condition; but owing to the absolute worthlessness of the municipal police as an aid in preventing the throwing of garbage and other refuse into the streets, the best results have not been obtained.

All house garbage is removed from the main streets by 8.45 a. m. The main streets are swept twice during the morning and twice during the afternoon; the other streets twice daily. The force engaged in street cleaning and the unloading of wagons at the "dump" consists of 60 prisoners, with 9 guards, and 1 superintendent, and 10 teamsters.

With the assistance of the military government again, the main streets are sprinkled twice daily, and two men, a driver and assistant, are employed at this work. Owing to the great size and weight of the street sprinkler several of the streets can not be sprinkled, and it is very necessary that arrangements be made by which all the streets may be sprinkled before sweeping.

San Juan proper has about 4 miles of sewers, whose defects are innumerable. That portion of the sewer system between the "poso-muro" in the house and the street sewer is simply a long cesspool, and unless it rains frequently the street sewer is apt to become the same. The house plumbing being that mentioned above it can be readily understood that all houses connected with the sewer are filled with sewer gas, and to lessen this evil the city engineer conceived the idea of ventilating the sewers in the middle of the street, which was done, thereby relieving the houses to a certain extent, but fouling the air in the streets. Unless all parts of a sewer system can be properly flushed it becomes a nuisance, and the sewer system of this city is a nuisance. All waste not carried off by the sewer, such as street sweepings, garbage, cesspool matter, and condemned foods of all kinds, is dumped into the sea from a platform erected on the ruins of an old fort at Puerta de Tierra, about three-fourths of a mile from the city proper. Considerable complaint has been made by the people of the city of the location of this dump, principally because this place was formerly their favorite bathing place. The efforts of the superior board of health to induce the city government to establish a crematory met with no success and probably will not for years to come.

Recently the city board of health considered a plan for the disposal of garbage, street sweepings, etc., which consists of the removal of this waste by boat from the city to Martin Peña, where it is proposed to use it for filling in swamp land. It seems probable that this plan will be adopted, but as cesspool matter will not be disposed of in this way it seems also likely that the present dump must be maintained.

The number of loads of house garbage and other refuse, street sweepings, etc., removed by the board has averaged 660 per month. The number of cubic meters of cesspool matter removed averaged about 176.9 per month.

Our inspector has devoted his time to the inspection of goods of all kinds, milk, alcoholic beverages, and the establishments in which these articles are sold. Milk, when adulterated with water only, is usually sent to the patients at Santa Rosa hospital. All else that is condemned is carted to the dumping station at Puerta de Tierra and there disposed of.

The general order on "inspection of cattle and meat," dated April 10, 1900, was much needed, and forms a good working basis for the future.

The receipts and expenditures of the board from July 1, 1899, to March 31, 1900, are as follows:

Balance on hand July 1, 1899.....	\$938. 50
Received from alcalde.....	3, 000. 00
Excavator earnings.....	3, 981. 23
Total	7, 919. 73
Expenditures	7, 379. 75
Balance on hand March 31.....	539. 98

The organization of the board was based on the belief that the city would place at its disposal \$500 per month, and that about \$300 would be earned per month by the excavator. The averaged monthly earnings of the excavator have been \$442.35; but the city appropriation has been turned over at very irregular intervals, and no money was received from that source during the months of January, February, and March.

The uncertainty as to money resources interfered greatly with the work of the board.

The vaccination of the people of this municipality was very thoroughly done before July 1, 1899, by the medical department of the army.

At the present time all children must be vaccinated before attaining the age of 6 months, and twice each year, in May and December, free vaccination is offered to all who apply.

There has been no case of smallpox in this municipality during the period covered by this report.

Owing to the crowded condition of the houses, it is very necessary that the city should have a permanent contagious-disease hospital.

The infectious diseases with which the board was chiefly occupied were measles, varicella, diphtheria, and tuberculosis. In the case of the two former the plan followed was, as a rule, the removal of the person infected, together with all exposed, to tents located on the military zone near Fort El Morro. No child exposed to a contagious disease is permitted to attend school until such time as the health officer grants a permit for so doing.

House disinfection was under the supervision of the health officer, and the disinfectants used were mercuric bichloride and sulphur.

Owing to the uncertainty as to funds, no formaldehyde generator could be purchased, and this is one of the needs of the board at the present time.

During the months of February and March influenza and varicella appeared in epidemic form, and during April, measles. In February there were nine deaths from influenza and its complications, and during March there were sixteen.

The hospital for venereal diseases in women was opened about one year ago. It has a capacity of about 60 beds and is pretty well filled at all times.

Tuberculosis was placed under the supervision of the board of health, and great difficulty has been met with in impressing upon physicians the fact that this is a preventable disease and can be largely controlled if proper precautions are taken.

Next to diarrheal diseases, tuberculosis is the most important factor in the high death rate in this city.

The following table shows the number of deaths from diarrheal diseases and tuberculosis, compared with the number of deaths from all causes, from July 1, 1899, to April 30, 1900:

	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Diarrheal disease.....	7	8	13	17	18	10	25	16	26	26
Tuberculosis.....	6	5	11	13	11	14	10	15	14	10
Total	13	13	24	30	29	24	35	31	40	36
Total deaths from all causes.....	60	63	61	65	90	79	95	89	123	97

Diarrheal diseases are undoubtedly largely due to the drinking of contaminated water from the cisterns. The disfiguring forms of filariasis, as elephantiasis and lymph scrotum, are also probably contracted in that way.

Persistent anemia, or ankylostomiasis, while very common here, has not influenced the death rate to any great extent.

The population of the city being 32,555, the death rate for the above ten months was 30.2 per thousand per annum.

Among the most important of the general orders issued by the military governor, on the recommendation of the superior board of health, as they effect health matters in this city, are the following:

1. On contagious and infectious diseases.
2. On the purity and wholesomeness of foods, drinks, drugs, and medicines.
3. On burials, disinterments, and transportation of human bodies.
4. On nuisances.

Among the most urgent needs of the city at present, from the view point of the board of health, are the following:

1. More available land for building purposes, and more houses.
2. The completion of the filtering beds at the city waterworks, and the installation of aqueduct water into every house in the city.
3. The completion of the sewer system, with the improvement of that already existing, and the installation of modern plumbing into every house in San Juan proper.
4. A crematory or incinerator.
5. A contagious and infectious disease hospital.
6. A hospital for the treatment of acute diseases and surgical cases, with which there should be an outdoor department.

Very respectfully,

M. E. HUGHES,
Acting Assistant Surgeon, U. S. A., President.

To the PRESIDENT SUPERIOR BOARD OF HEALTH,
San Juan, P. R.

EXHIBIT K.—*Report of Board of Health of Ponce from March, 1899, to May, 1900.*

This board of health was organized immediately after the arrival of the American troops in Ponce, and an officer was placed on duty with it, but as this officer was frequently changed, and had many other civil as well as military duties at the same time, very little was accomplished in the way of organization until the spring of 1899, when, on March 25, I was detailed as president of the board with no other duties.

At this time the city was very dirty, and no attempt was being made at the systematic inspection of houses or food stuffs, or to control disinfection and cleanliness.

The board consisted of myself, as president, Dr. Ferran, as medical officer, Dr. Lavinder, United States Marine-Hospital Service, as member, together with two of the city councilmen, Dr. Vidal and Mr. Bernard. Rafael Dapena, the secretary, was the only paid member, and he received \$15 monthly, and had the assistance of another clerk. There were no inspectors and practically no records.

In estimating the work done it must be borne in mind that the board was beset with difficulties that probably would not be encountered anywhere else in the world. The people, by nature and long training dirty, are wholly ignorant of the simplest rules of sanitation or even of cleanliness.

The houses are for the most part but huts built of old boards, tin cans, or bark, and roofed with palm leaves. They are set close to the ground, and often unprovided with any privy or cesspool, so that the inhabitants have to use the rank vegetation on the patio in lieu of a regular privy.

The houses of the better class are built of wood, which rots quickly, and are but little better from a sanitarian's point of view; while the houses of the rich are built of brick, with unfurred walls and without a damp course. These houses are about the only ones that contain any plumbing fixtures, and these are usually, if not always, placed either in the kitchen or an adjoining room, while not a single fixture in Ponce, nor even a system, is trapped, the waste running straight from the fixture to the cesspool, which is usually placed directly under the house. The only good feature about these houses is the facility with which they can be disinfected.

Probably the greatest difficulties that the board encountered were the lack of money with which to do its work and the apathy or open hostility of the people,

although towards the last the city authorities did give to the board all of the money that could reasonably have been asked, in view of the city's poor financial condition.

Without a sewer system, very little could be accomplished with the plumbing problem, and, owing to the peculiar legal status of the city, a loan for this purpose could not have been negotiated. The majority of house owners are far too poor to build proper privies or cesspools, or in fact to do any sanitary work that necessitates any considerable outlay of money.

There were two systems of cleaning privies in vogue at this time; one, the removal of the excrement to a hole prepared for it in the patio and near the privy, thus in time converting the entire patio into a covered mass of excrement and germs, and the other, removing the excrement to the Portuguese River, which flows on one side of the city and serves as a public laundry and bath. Here, also, most of the garbage of the city was dumped, together with manure, rubbish, and human excrement. Here the clothing of 40 per cent of the city was washed, the clothing of smallpox patients often being washed in the same heap or alongside that of healthy persons, for at this time, it must be remembered, an epidemic of smallpox was filling the three pesthouses to overflowing.

Almost the first work of the board was the making of a careful inspection of the city, the record being made on appropriate blanks, one blank for each house and showing, besides the names of the owners and occupant, full information as to the cleanliness of the patio, privy house, stable, etc., the source of water supply for the house, the disposition of dirty water, garbage, and in fact all data that might be of value in the titanic work that lay before the board.

A large map of the city was then prepared, showing the location of every house in the city, and the sanitary condition of each house. This was done by means of colored papers, a red paper pinned over a house indicating a dirty privy, a blue paper a dirty yard, a yellow paper a quarantined house, etc., so that upon the completion of this map the condition of the entire city could be seen at a glance, and the work of the inspectors be seen from day to day.

The result of this inspection showed about 3,000 privies existing in the city and about 4,000 houses, and that about 1,000 privies needed immediate attention, besides the cesspools and dirty yards to be cleaned and a number of infected wells to be closed up.

The work of cleaning up the premises occupied about four months and was well in hand when the cyclone of August 8 destroyed all the records of the board as well as all the work of the inspectors, and left the city covered with from 2 inches to 5 feet of mud and refuse, dead animals, and corpses.

The work of cleaning up the city was divided between the city architect and the board of health, and was practically completed within a month.

Immediately after the cyclone each ward of the city was subdivided and the force of inspectors augmented to about twenty. Some of these made house-to-house inspections; others were in charge of working parties removing mud and debris from under and around the houses of the poor and disinfecting same. Some were scouring the country looking for bodies of the dead and burning or burying them, supervising the distribution of food to the starving, preparing lists of missing, etc. One was in charge of the cemetery with its work of disinfection and burial and yet others had clerical work in the office to do or food to distribute.

Without going into the details of the gradual crystallization of the present methods of the board, it will perhaps be sufficient to say that these methods were not all put into operation at any one time, but that each new thing was introduced as soon as the last had been thoroughly understood.

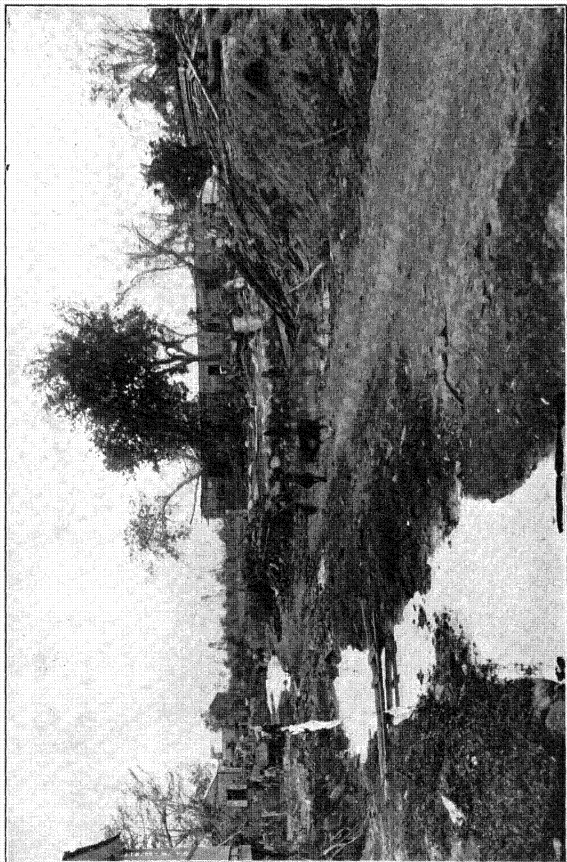
The board as it is now composed consists of Mr. Jose Guzman Benitez, the *alcalde*, as president; Dr. Luis Agrevere as medical officer and secretary, and the chief of instruction and the chief of charities as members.

It employs 1 chief of inspectors, 7 inspectors, 1 meat inspector, and in the collection and disposition of garbage, 1 foreman and 4 laborers (burning garbage), 8 wagons and 16 laborers with same (collecting garbage).

It is in charge of a quarantine hospital, and exercises supervision over the slaughterhouse, two cemeteries, the schools, both public and private, and all city institutions generally.

The city is divided into seven wards, or as they are called, "sanitary barrios," and to each barrio an inspector is assigned and held accountable for the condition of that barrio.

He visits every house in his district once in each fortnight, and reports its condition on a form provided for that purpose. Besides this, he makes a daily inspection of all milk deposits in his barrio and all stores where food is exposed for sale. Milk or other articles which might be adulterated and which he regards as suspicious are submitted to chemical analysis by the city chemist, and decayed or unwholesome



A BARRIO, PONCE.

foodstuffs to the medical officer of the board. When, in his inspection, an inspector finds a person sick and without medical attendance, a city physician is sent immediately to report the nature of the illness and to attend to the sick.

In this way the board has often located smallpox and other contagious diseases, and has prevented their spread.

All licensed physicians are provided by the board with blank forms for a weekly report of their cases, and these are combined into the weekly report to the superior board of health.

Besides these weekly reports, all physicians are provided with a stub book for the immediate report of contagious diseases. This book has two blank reports for each case reported. One of these is sent in within twenty-four hours of the first attendance, and the other when the patient dies, is cured and past the danger point, or when the patient passes into other hands, such as when he is sent to a hospital or out of the city. A stub is kept which shows all of the same information.

When these reports are received in the office, they are entered in a book, each class of illness being kept separate, so that the entire number of such cases existing in the city on any given day can be ascertained with great facility, and the date and manner of disinfection upon the recovery or death of the patient. This disinfection is done by the inspectors themselves, under the direction of the medical officer of the board, and is always thoroughly performed.

The usual method of disinfection is to thoroughly scrape floors and walls and then sprinkle them with a 1 to 1,000 solution of bichloride of mercury, fumigate with sulphur, and then rewhitewash the walls. The clothing and bedding are burned, together with bandages and other infected clothing and cloths, and the bed washed with a bichloride solution.

The privy is then cleaned, disinfected with quicklime, and the privy house whitewashed, and a general cleaning is given the premises.

In cases of smallpox or chicken pox the neighbors for a distance of two blocks are all vaccinated and closely watched.

The prevalence of so-called chicken pox in adults warrants the same precaution in such cases as in smallpox, as the native physician is not always a reliable diagnostician.

The garbage of the city of Ponce is very badly mixed, running from kitchen refuse to bottles, tin cans, and manure, and it would be difficult to handle in a furnace or crematory, and would produce no salable refuse, because of the almost complete absence of meat or other greasy component.

The garbage is collected in eight wagons, each wagon having a route from 1 mile to 1½ miles in length.

Besides the driver, each wagon carries a helper, who is provided with a street broom, a shovel, and a hoe.

In order to expedite the work of collection among the smaller houses, where the daily refuse is very inconsiderable, large galvanized iron cans are placed along the streets at intervals of about 50 yards, and the occupants of the neighboring houses are required to bring their refuse to these cans; nor is the driver allowed, in the parts of the city so provided, to stop at the individual houses or to receive garbage therefrom.

Similar cans, with appropriate signs painted on their sides, are placed in the plazas and market to receive fruit peelings, cocoanuts, and similar refuse.

In the residence portion of the city the people are required to provide themselves with suitable receptacles for their garbage, which the cart receives directly from the houses, provided that the can is clean; otherwise the driver refuses to accept the garbage until the can has been cleaned.

Usually all houses in the city are visited daily by the wagon, but in some parts of the city, owing to the length of the route, the collection is made on alternate days.

Due to the absence of slops and grease and to the presence of dried grass, leaves, rubbish, etc., the public cans seldom require cleaning, but when a dirty can is found it is taken up and replaced by a clean one, the dirty can being afterwards cleaned and disinfected.

The broom, shovel, and hoe are used to collect any garbage that may have been spilled about the can, and also in cleaning the wagon at the end of each trip.

The sea at Ponce being too distant and too shallow to allow of disposing of refuse therein, it was determined to burn it in the open air, and in the selection of a suitable point the chief governing facts were a constant wind which blows over the city in a westerly or northwesterly direction, together with the topographical features of the river on the east, mountains on the north, and another city (Playa) on the south, while to the west lay open country, well drained and reached by an excellent macadamized road. All of these conditions lead to the selection of the present site for the final disposition plant on a piece of municipal ground about 2 kilometers west of the city hall.

This lot is the only spot near the city where dumping is allowed, and is in charge

of a foreman and four peons. It is a long, narrow lot running up the mountain side. It is sheltered from the road by a high hedge, and is used for the disposition of the refuse from cesspools as well as the garbage of the city.

A road was built alongside of this lot, and another connecting the city with it, in order to avoid using the main streets of the city.

The portion of the lot devoted to garbage was subdivided into a number of sections, one of which is devoted to the reception of garbage, another to street sweepings, and yet another to bottles, tin cans, etc., while the rest, except the part used for privy dumpings, is allowed to lie unused.

All rubbish brought to the lot, whether by city wagons or by individuals, is deposited under the direction of the foreman on the subdivision allotted to its class, and there it is spread out and turned over by the peons and allowed to dry for one day, when it is burned.

After this subdivision is covered with ashes to a uniform depth of about 5 inches it is raked over, and all tin cans, wire, bottles, etc., are removed to the portion of the lot devoted to their reception, and there buried. The garbage is then dumped in another portion and the street sweepings, which are fairly clean earth, are dumped on top of the ashes and then spread out by the peons.

The general appearance of the lot is good at all times, being neat and orderly, and it is wholly free from odors.

The smoke from the fires is blown by the wind up the mountain, which, at this point, is uninhabited.

Those cesspools whose contents are liquid enough are pumped out with an odorless excavator, and those too solid are cleaned with buckets and a patent odorless barrel with screw top.

After being cleaned the sides of the privies are dusted with quicklime, and a quantity of the same material is placed in the bottom.

The contents removed are carried to the disposition lot and deposited in trenches made of brick and lined with cement, where they are covered with about 5 inches of powdered quicklime.

The liquid which runs from the trenches is conducted to a filter, and from the filter to a small set of irrigating trenches.

The trenches in which the excrement is placed are built on the side of a hill, with a generous fall to the filter. They are in two groups of four trenches each, connected at their lower end by a transverse trench, at the lowest point of which is placed the filter.

They are about 1 foot deep, and at the top they are about 3 feet broad; at the bottom they are about 3 feet wide. They are built of brick set on edge and laid in Portland cement, and the whole top surface is grouted with one-fourth inch of the same material, hand troweled, and smoothed.

The filter is built of brick, lined inside and out with cement, and filled with a graduating filtering medium of sand, gravel, and coal. It is built in two parts, which are used alternately, each half being provided with independent inlet and outlet valves, so that in using it each half can be filled with sewage, which, in percolating downward carries with it the air necessary for the life of the microorganisms upon which it depends for its efficiency.

After having lain in the trenches for about ten days the excrement, under the combined influence of the sun and lime, is converted into a hard, dry, inoffensive cake, and is sold to planters as a fertilizer.

The whole plant is without any disagreeable odor, and is as free as possible from any disease-breeding conditions.

The work is all done by agents of the board, and a charge of \$3.50 (gold) is made for every cubic meter of excrement removed.

The conditions following the cyclone of last year made the work of the board very much harder, and the vital statistics show that even as late as June 30, 1900, the deaths that may be laid at the door of that awful calamity had not all been counted.

Respectfully submitted.

H. E. FAMES,

First Lieutenant, Eleventh Infantry, ex-President Board of Health.

The following report, which was received three months after the military government ceased, but before the completion of the report of this board, is inserted by permission of the writer, and illustrates the necessity for a strong hand in the enforcement of sanitary laws.

SAN JUAN, P. R., *July 30, 1900.*

SIR: I have the honor to submit the following report on the existing conditions in Ponce:

In accordance with a request from the acting governor and a resolution of the superior board of health, I proceeded to Ponce on July 20, and for six days was busy in

making a very thorough investigation of all facts that seemed to bear on the causes of the enormous mortality that has been the rule for many weeks, and in this connection took the opportunity to make a minute examination of the sanitary condition in general. In this inquiry I have received every possible assistance from the officials of the town and from prominent citizens, native and American, who have the interests of the people at heart, and no source of information has been withheld from me.

I believe that it is safe to assert that there are now in Ponce 3,000 persons who are either willfully or unavoidably destitute, and it is a painful truth that the number of the first class is a large one. Innumerable instances could be given where the offer of a full day's food for self and family in exchange for a trifling amount of labor has been refused by persons well able to do what was demanded, and it is folly to allow our sentimental emotion to blind us to this very important feature of the case. Of this crowd of destitute people a very large proportion is composed of waifs and strays from every district of the island, but I found it impossible to obtain an accurate ratio of Ponceños proper to outsiders. Many of these waifs have been in Ponce more than the six months requisite for municipal naturalization, and can now claim a certain right to be supported by Ponce, and this is a serious factor in the situation. A steady stream flows into Ponce from every point, and it is practically impossible to close all roads against the unwelcome visitors. Arrived in the city, these vagrants find themselves homeless, friendless, hungry, and often sick; but, having a vague idea that they have only to ask and then receive, they wander about the streets begging and have no hesitation in taking possession of hallways and other accessible places as sleeping rooms or closets as the case may be.

As in all Spanish-American towns the trade of begging has always been recognized here as legitimate, and it is easy to imagine what a frightful nuisance is caused by the addition of these outside hordes to the normal population of beggars. Personal decency being practically unknown in this class, and bowel complaint being the principal sickness, the imagination may be left to picture the state of affairs in a city devoid of all public conveniences.

Now to meet the needs of this huge mass of sick and destitute, we find a chronic state of municipal poverty, and at the time of my visit there was less than \$100 in the city treasury. The cash in hand has fallen as low as 75 cents, and the alcalde told me that he could see no near prospect of refilling the empty coffers. This being the case, private charity has been the only resource, and very nobly has the appeal been answered. But this stream of charity is necessarily a limited one, and as the field to be enriched by it was a constantly enlarging one, it was felt that some plan must be devised to bring the supply and demand into a correct relation. To such an extent had the mortality increased that the deaths for the week ending July 1, 1900, were 134, the death rate being the phenomenal one of 123 per thousand per annum. By far the greater part of this awful death rate was due to anæmia or to various gastro-intestinal troubles, and a singularly large proportion of deaths occurred among those from 30 to 45 years of age.

It is evident that by allowing matters to take their course the whole question as to the destitute would be speedily settled by extinction of the species, but as this could not be thought of, a special effort has recently been made, and a committee of twenty-five leading citizens has been organized to take hold of the problem, and has succeeded in obtaining a considerable sum of money for a relief fund. No decision has yet been reached as to the best means of distribution of this fund, but I have some reason to hope that a definite plan will be adopted within the next few days which will go far toward a permanent and equitable settlement of the problem.

In the course of my investigations I found that the quality of much of the food sold in small stores to the poor was very inferior, and in the depot of the local board of charity, in the alcaldía, there was a large amount of codfish on hand which was absolutely putrid. I directed its immediate destruction, and the nonissue of all tainted food in future. Much of this stuff has been devoured in a raw state, and it is, I think, true that the practice has been the cause of much of the intestinal diseases lately prevalent.

The means at the disposal of the authorities are ridiculously inadequate to deal with the question properly, and the hospital accommodation can not be increased beyond its present limits. More than 200 beds are now in constant use in the hospital, which is intended for only 150, and any temporary arrangements, such as now prevail, are only hospitals in name and afford nothing beyond a dirty shelter from the weather.

The old smallpox hospital, which is now utilized as a refuge for the poor, is a miserable wooden shanty, divided in the middle by a partition supposed to separate the sexes, and inhabited, in addition to the patients, by flocks of pigeons, numerous dogs and poultry, and a few stray pigs. On the day of my visit there was no water supply, and the reason was said to be that the pipe was blocked up with sediment, a

frequent occurrence in the town, but especially here where the pipe from which the kitchen was supplied is only one-fourth inch in diameter. As a matter of course the privy was in close relation to the kitchen, but of its exact state I can not speak, the door being thickly covered with excrement and the floor so befouled that it was impossible to approach with safety. The kitchen was disgustingly filthy, and only urgent hunger would justify the eating of any food issuing from it. This loathsome place is supposed to be visited daily by a physician, and it is melancholy to think that such barbarous conditions should exist without any attempt at improvement.

Now, as to the practical remedy for this distressing situation. First, there should be an equitable enforcement of the tax collection. The amount of taxes paid by men in Ponce is largely dependent upon their particular brand of politics, and the carrying out of any sanitary measures is likewise hedged about with political difficulties. This sounds preposterous, but it is strictly true, and even in the matter of charity the attempt has been made to introduce a flavor of politics, happily without success. Next, the health officer of a community of such a size as Ponce ought not to hold the appointment as a mere side issue, to be attended to at his convenience, but he ought to be a man receiving a decent salary, and who has sufficient backbone to act irrespective of personal and political leanings. Next, vagrancy and street begging should be put down with a stern hand, thus leaving the road more open to give assistance to the really deserving. Finally, let a "poor farm" be established in the vicinity of the city, and confine relief absolutely to those on the farm, where a suitable amount of work should be exacted from every capable inmate. Let the system of giving something for nothing be at once abolished in all cases but those really sick, and let it be clearly understood that those who refused offered work shall not be considered as having rights that the community is bound to respect.

The expense of starting a farm and of furnishing seeds would be very small, and as the work test would eliminate a large portion of the applicants for relief I am confident that the public and private charitable funds will be sufficient to meet the cost until the place is self-supporting or even productive of a surplus. The news of the new style of things would be carried over the island in a few days, and the streams of immigration would be checked at their sources. Meantime the mortality would still be great, and the death of the hopelessly incurables would greatly relieve the situation. I had thought that a system of deportation to their homes of these pauper immigrants might be carried out, but I soon found that it was quite impossible on many grounds, and that the only available course is to meet those immigrants outside the city and turn back all who object to go to the farm and work. This can easily be done by the present force of police of the town, and the insular police would doubtless agree to assist their city brethren by dealing with those outside. Unless some plan of this kind is adopted I see no prospect of any permanent good being done. The country is already pauperized to an alarming extent, and the time has arrived for the laying aside of sentiment and a perfervid humanitarianism, and the adoption of the practical rule "The greatest good to the greatest number."

Not only must the present miserable conditions be faced and met, but the grave menace to the community that is caused by the presence of this huge mass of paupers is a matter of the most earnest consideration. Ponce is ripe for an outbreak of epidemic disease; all the conditions for this are favorable, and only a spark is needed to start a conflagration of death whose limits can not be foretold. Let an epidemic once break out and the removal of the sick would be impossible, and the citizens of Ponce would be in a position of great danger.

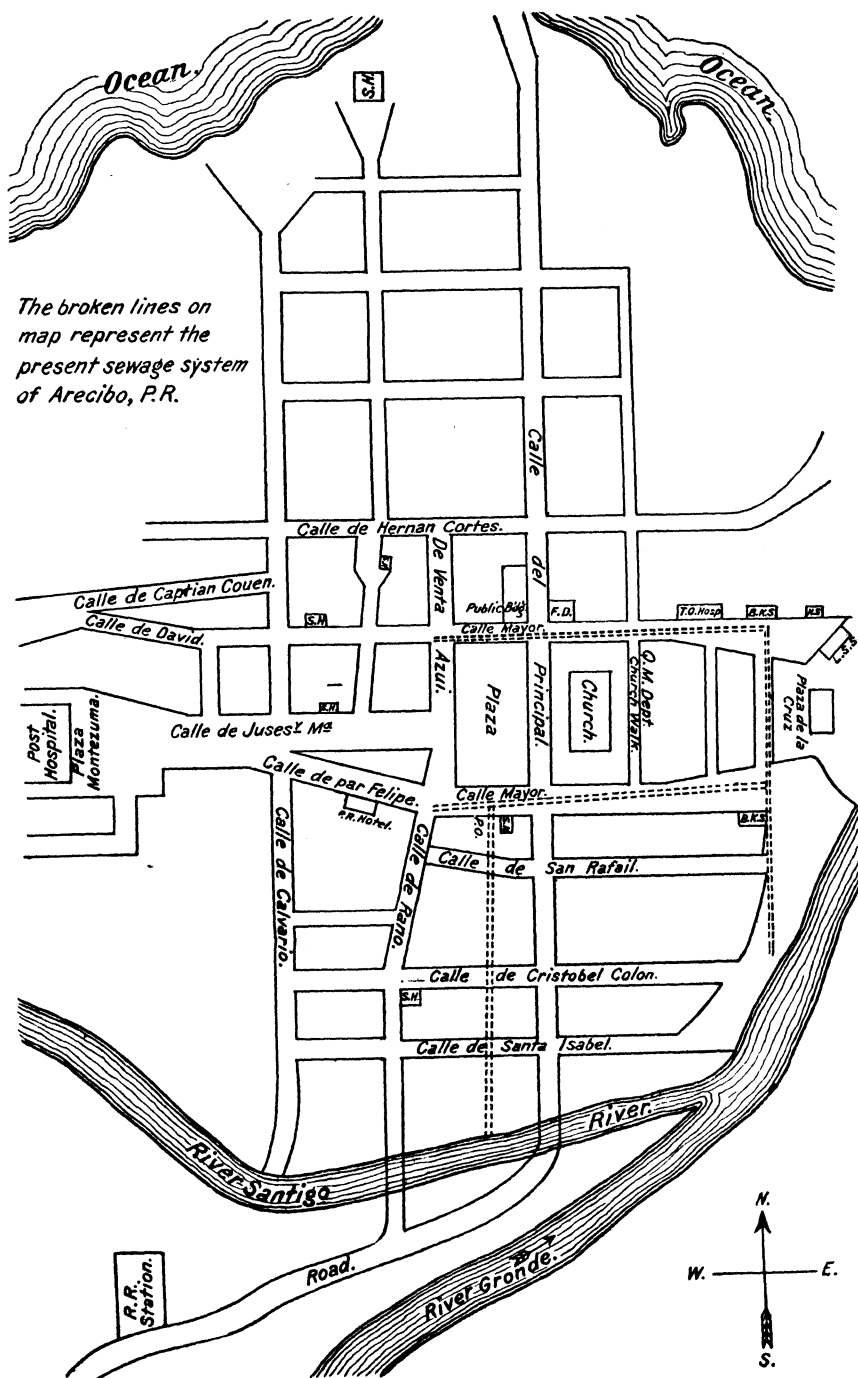
By the removal of the dangerous material to a suitable location, the city would be rendered comparatively safe, and in the case of an epidemic among the inmates of the poorhouse, medical assistance could be rendered with some prospects of good results. At present it is no exaggeration to say that the medical attendance for the sick poor outside the hospital is a ghastly farce, and very few indeed of those brought in for burial have ever been seen by a doctor until they were dumped like dead dogs into the receiving room at the cemetery. I may say here that the proceedings in connection with the reception and interment of the dead are a scandal and disgrace to any community calling itself civilized, but matters have been so for years, and there is no demand on the part of the public for a change of methods. During the administration of the health board by Lieutenant Eames the sanitary state of Ponce was a steadily improving one, but so soon as his firm and wise rule ceased the old conditions were allowed to reappear, and to-day the actual state of things must be seen and smelled to be realized. In my report to the superior board of health I have dealt fully with the purely sanitary question involved, and a copy of it will be sent as soon as it is completed.

Very respectfully,

WM. FAWCETT SMITH,
Secretary Superior Board of Health of Porto Rico.

HON. WILLIAM ELLIOTT,
Commissioner of Interior.

EXHIBIT I.—Sanitary survey of Arecibo.



The following description of Arecibo is typical of the conditions throughout the island. It serves to illustrate a few of the difficulties necessarily encountered by health officers:

Situation: On the northwest coast of the island on the Atlantic Ocean.

Elevation above the sea: From sea level to 11.88 meters at highest point.

How most conveniently reached: (1) By French railroad from San Juan, good; (2) by same road from Camuy; (3) there is a road in fair condition running east and west along the coast, good for wagons; (4) from Utuado and Lares there are fair roads, the former a wagon road.

General character of surrounding country: A level plain in most part of alluvial material, very fertile. Much of the material of this plain has been brought down from the mountains by the Rio Grande.

Nature of soil and underlying rock: (1) The soil is alluvial, mixed with sand. In places there is clay sufficient for brickmaking. (2) The underlying rock is a porous coral limestone. In places a conglomerate (sand rock) cemented with iron oxide is found.

Ground water is found at what depth? At sea level, from 1 to 30 feet.

Temperature in summer: Maximum, 33° C.; minimum, 27° C. **Temperature in winter:** Maximum, 26° C.; minimum, 22° C. **Remarks on temperature:** Never frost. Never sudden changes.

Dry season extends from January to May; wet season extends from May to December.

Violent storms: At what season do they most frequently occur and at what intervals? At intervals of years, in July and November. There is no special season for rains. Most frequent in September and June.

Total population of city: 14,685; count made by Hospital Corps men.

Number of houses in city, 979; number houses unfit for use, 213; number houses with no closet accommodations, 762; average number persons to a house, 15; average number families to a house, 3; number families living in one room, 1.

Sanitary condition of portions of city where poorest people live: The streets are kept clean, but the shacks in which the poor live are very dirty and without closets. Excreta are thrown along the beach and produce a horrible stench. There are some very dirty alleys in the districts where the poor live. The back yards, which here exist to some extent, are in a very dirty condition.

Remarks on possible improvements: There are two districts, one along the sea on the north, the other along the river on the south, where the houses are so small, the alleys so narrow, the whole districts so unutterably filthy, that Arecibo for her own credit should have the two districts completely cleared of houses, the streets widened, and the new houses built on modern ideas. This work should be ordered on sanitary grounds.

Until each house has a closet of its own, public closets should be erected in the two poor districts of the city.

Streets, general condition: On the 1st of March, 1899, there were a number of the streets in bad condition. Since that date considerable work has been done on them and all the principal ones are now in very fair condition. Some of the smaller ones are still in need of attention.

How paved? All the principal streets are macadamized and in good condition. Some of the smaller ones have only earth bottoms.

How often are the streets swept? Three times a week. They are kept quite clean.

Sidewalks: There is considerable repairing needed in case of the sidewalks, and the attention of the alcalde was called to them.

Are any dangers to life or limb observable in streets or sidewalks? Along the river were places where a wagon might upset. There were many holes in the sidewalks where a person might fall on a dark night.

Remarks on streets and sidewalks: The streets where the shacks exist should be widened. The sidewalks should all be repaired. An order should be issued prohibiting the throwing of litter into the streets.

Sewers: The two streets leading from the hospital to the Plaza de la Cruz have sewers. They are only rain sewers, however.

What is the nature and condition of house connections? There are thought to be practically none. A few exist which are wholly untrapped.

Where do the public sewers discharge? Into the river on the south side of the town, Rio Santiago.

Where do private sewers discharge? Into cesspools in the yards, or, in some cases, under the houses themselves. A few into the public sewer.

How are sewers constructed, and what is their general condition? Of brick, and condition good.

Is the surface drainage efficient? Yes; Arecibo is well situated for surface drainage; and also for underground sewers.

What is the general condition of plumbing in the town? There is practically none, so far as is known. A very little of crude kind exists.

Remarks on sewers: It will be quite an easy matter to sewer Arecibo, which will follow the introduction of the new water supply. If the people are wise, they will attend to this at an early date, and compel all property owners to connect with same and to abandon all privies and cesspools in town.

Garbage, cesspools, privies: What is the general condition of privies and cesspools? Generally very bad.

Where are the privies situated? Generally in or adjoining the kitchen.

How often, on the average, are they cleaned? Apparently never. They are made so large that through drainage and evaporation they never become full.

How is the garbage and waste of the city disposed of? Carried in carts to a dumping ground on the north of the city, along the sea.

Where is the garbage and waste dumped? Along the sea, on the northwest of the town.

What is the condition of the garbage dump? Except that the dump is too near the city, no complaint can be made.

Remarks on policing city: Dead animals are thrown out along the beach and left unburied and are very offensive, as people bathe in the ocean at this point. This should be prohibited.

Water supply: At present cisterns to all the better houses. Also from the river on the north of the city. There is now in course of construction public waterworks upon a tributary of the Rio Grande, at a point about 4 miles above the city, from which an ample supply of wholesome water will soon be obtained. At this writing the work has ceased for lack of funds.

Does the quality vary at different seasons? It is thought not.

Amount of water supply: Is the supply unfailling? The new supply will be unfailling. The cisterns often fail, and water is sold in the city from ox carts. This was true in 1899.

Is there ever a total failure of the water supply? No. Two unfailling rivers flow by the city. There is no public supply at present.

How are the poorest people supplied with water? They carry it from the river.

17. What are the bathing facilities in the community? Excellent, if they would use them. They have a river on the south, the ocean on the north, and ocean and river meet on the east. They seldom bathe in either, however.

Suggestions on improvement of water supply: The mountain water should be introduced as soon as possible. Public hydrants should be at every street corner for the use of the poor. Arrangements should be made for a sufficient number of fire plugs.

18. The cathedral: Sanitary condition of and of all its surroundings: The cathedral is in good repair and good sanitary condition. There is some carelessness in keeping the pavement outside free from litter.

19. The court-house is located in the ayuntamiento. General sanitary condition of court room itself good. Closets filthy, and no real effort to keep them clean. They are the same closets used by municipal officers.

20. Town hall is located in center of city, facing the plaza. General sanitary condition: It is dirty all the time. Condition of closets filthy. State all purposes to which town hall is put. (1) Court-house, (2) city hall and all city offices are in it, also council chamber, (3) jail, (4) police station, (5) public library, (6) emergency station where all accidents are treated before being sent to hospital, (7) public meetings, balls, etc.

21. The market. Located on Plaza Montezuma. Is there a market house? No; it is held in open air. Sanitary condition, excellent. Name market days. Seven days in week from 5 a. m. to 12 m. What improvements are suggested? A good market house.

22. What food inspections are practiced? Cattle are inspected before they are killed, and branded if considered fit for food. Milk is inspected with lactometer.

What is their value? Probably but small value. Yet I saw two men in prison for selling watered milk in the city.

23. Is milk inspected? How? By lactometer. A fine of 5 pesos for first adulteration, 10 pesos for second adulteration, 15 pesos for third adulteration.

24. What is the general sanitary condition of groceries? Fair. There are, however, numbers of small fruit stores which are very dirty. The inspectors reported groceries "cleaner than in San Juan."

25. What is sanitary condition of bakeries? Clean and excellent.

26. Slaughterhouses, where situated: On beach north side town. General condition very fair.

At what hour are cattle killed? Four p. m.

27. The jail, where situated? In rear of town hall. Closet facilities, two; condition of, very poor; ventilation, scarcely sufficient on lower floor; lighting, sufficient; cooking facilities, very limited; water supply, source, a cistern; quality, suspicious; condition of bedding, good; each prisoner furnishes his own bedding.

Is the jail dry and clean, or otherwise? It is dry, but is not kept clean. I had it cleaned twice, but it should be cleaned daily.

Are separate apartments furnished for men and women? Yes, in theory. Yet I found men and women together twice, one being an insane woman.

Are there any insane persons in this jail? There were in March, but I think they have been removed.

Are there any children under 12 years of age confined? No, not at present; there were some but a little older in March, but they have been released.

MUNICIPAL HOSPITALS.

Condition as to police and order: Fair.

Heating: None needed.

Lighting: Candles and petroleum lamps.

Water supply: Two large cisterns in court.

Lavatory and bathroom fittings and discharge of waste: Into a sewer which discharges into ground by percolation.

Requirements as to bathing: None.

Plumbing: None.

Disposal of excreta, mode and efficiency. What special precautions are enforced regarding the disposal of typhoid excreta? Disinfect with carbolic-acid solution.

Means and orders for subduing fire: None.

Amusements provided: None. Patients are allowed to take walks outside of hospital, smoke, and play cards.

WARD.

Number of patients present: 36.

Number of wards: 3. For what purpose used: Sick. Number of beds: 36.

Floor space per bed: 68 square feet. Air space: 1,195 cubic feet.

Ventilation, efficiency: Good. How secured: Through windows and doors.

What special provision is made for infectious diseases? Isolated in separate building in rear of hospital, now used by United States soldiers.

Condition as to police and order: Better than Porto Rican homes; not so good as the native hospitals at Ponce.

Condition of beds, bedding, and furniture: Fair.

Provision for patients' effects: None.

Ward for infectious diseases and isolation ward: One in rear of hospital; a house in county is also used.

KITCHEN AND MESS ROOM.

Condition as to police and order: Fair.

Quality of food, especially meat and bread: Good; the bread comes from the city bakery.

Is cooking properly done? Yes.

Is there a special diet kitchen? No.

Is any diet table observed? No. Who orders daily fare? House physician.

OUTBUILDINGS AND GROUNDS.

Condition of deadhouse: There is none; dead taken at once to cemetery.

Other outbuildings: In fair condition.

Are grounds improved? No. Trees: None. Grass: None.

Drainage, sewerage, police: One drain leading from kitchen to fields in rear of hospital.

HOSPITAL REPAIRS AND ALTERATIONS.

State, in order of importance, repairs, etc., needed. There should be constructed a sewer leading to rear of buildings with modern connections with kitchen, bath-room, lavatories, isolation ward, etc. The grounds should be improved. A portico over front door would improve appearance of building.

HOSPITAL SUPERINTENDENCE.

Number nurses: 2 female, 4 male.

Qualifications of nurses: None required.

Condition of patients: They are more comfortable than at home. They are fairly well fed, but after numerous visits it must be said that very little treatment is received by the patients, who are left to suffer and die of diseases susceptible of treatment.

REMARKS ON PERSONNEL AND HOSPITAL.

There is a resident practicante who is permitted to carry on other business, and apparently does little for the sick. He was one of the public vaccinators. There is a staff of visiting physicians, who appear to give little attention to the hospital.

Asylums and other institutions for care of poor: Except the hospital there are no institutions for the poor in Arecibo.

What provision is made for poor (not bedridden)? There is a poor-tax levied, said to have been 2,000 pesos the last year, which is distributed by the alcalde.

PESTHOUSE.

Where located: In rear of hospital. Capacity: About 15. How furnished: Not at all now; in use by United States troops as post hospital. General sanitary condition: Fair. How are dead bodies disposed of: Taken to cemetery at once.

The alcalde also selects some house in the county, when he thinks same is needed, for smallpox. The shack is burned after the recovery or death of the patient.

CEMETERIES.

Number: One. Location: West of the city about 1 mile, near the ocean. General condition: Good, but kept with no taste whatever; ground not leveled after burials. For what period do bodies of poor remain buried: Three to five years.

Where are the bodies of those dying of contagious diseases buried: In same cemetery. They are not dug up before three years elapse, it is claimed.

PREVAILING DISEASES.

Prevailing diseases of city and district: Anæmia, tuberculosis, dysentery, gastro-enteritis, rheumatism, tetanus, meningitis, malaria, typhoid fever, fever amarilla, cirrhosis and atrophy of liver, cancer.

Is there any leprosy? One case. Is elephantiasis prevalent? One or two cases. Does goitre exist? No.

What epidemic diseases have occurred within five years? Give years, extent and mortality. Measles in 1899; smallpox nine years ago.

What diseases of domestic animals communicable to man exist in the district: Glanders, common, and recognized as contagious; tuberculosis of cattle exists to some extent; anthrax exists and recognized as contagious; hydrophobia, believes there is some. Santiago Seijo.

Mr. Seijo says both glanders and anthrax are often communicated to human beings. Tuberculosis is very rare in cattle on this island.

Does an efficient board of health exist? Not an efficient board. Are vital statistics kept? Yes. For what length of time? Since 1885. Do the church records contain any vital statistics? Yes. What are they and their value? Good for marriages, births, and deaths.

MISCELLANEOUS.

Farm products, money crops: Sugar, coffee, tobacco, in the order given.

Minor crops: Sweet and white potatoes, yams, beans, and pease of several varieties, cabbage, turnips, pumpkins, eggplant fruit, upland rice, indian corn, onion, radish, lettuce, cucumber, parsley.

Principal fruits: Banana, orange, lemon, lime, pineapple, mango, medlar, tamarind, pajuil, pomegranate, cocoanut, alligator pear, mamey, guanabana.

Principal industries: Three bakeries, daily product 3,300 loaves, employing 16 men; 1 tannery, capacity 8 hides per day, 6 men employed; 3 coffee-cleaning houses, 14 men, 300 women employed, capacity 400 hundredweight per day; 2 liquor manufacturing firms, capacity about 60 quarts per day; 1 carbonated-water bottling establishment, capacity 60 dozen per day; 5 brickyards, average capacity 15,000 per week; 8 distilleries, employing 3 men each, average capacity 250 hogsheads per year; 2 candy manufactories, 6 men, producing about \$10 worth candy per day.

Household industries: Needlework by women; 1 man who works in papier-maché.

SCHOOLS.

Number in city: 6; number teachers, 6.

Name of school: Elemental; first class, boys.

Number of teachers: 2; number of pupils, 115.

Is the light good? Yes.

Do seats face windows? Some do, others do not.

How are blackboards and charts placed in reference to windows? Not between.

Number of rooms in school: Two, and connecting hall also used.

Is air pure or impure in rooms? Pure (as outside). The school is in a rather bad portion of town.

What seats and desks are provided? Benches without backs. This is common rule.

What is the closet accommodation? Poor.

The condition of closet: Unsanitary.

Location of closet: In building, just back of kitchen.

Improvements suggested for this school: That the benches be replaced by modern school furniture; that the closets be cleaned; that a window be cut in rear wall.

Since above report, this school has been removed to a better portion of the town.

Name of school: Elemental for girls; street, Monserrate.

Number of teachers: 1; number of pupils, 71.

Is the light good? Yes.

Do seats face windows? Yes.

How are blackboards and charts placed in reference to windows? None.

Number of rooms in school: One.

Is air pure or impure in rooms? Pure.

What seats and desks are provided: Benches all around the room next wall. Chairs in center room.

What is the closet accommodation? Fair.

The condition of closet: Unsanitary.

Location of closet: Off the kitchen.

Improvements suggested for this school: This school needs desks and books.

It is a private school, supposed to be first class. There was a strong odor of the unwashed in the room, believed not to belong wholly to pupils.

Name of school: Boys' Superior.

Number of teachers: 1; number of pupils, 90.

Is the light good? Yes.

Do seats face windows? No.

How are blackboards and charts placed in reference to windows? Properly.

Number of rooms in school: Two.

Is air pure or impure in rooms? Pure.

What seats and desks are provided: Benches and desks; writing desk for 6.

What is the closet accommodation? Good.

The condition of closet: Good.

Location of closet: In rear of house.

Improvements suggested for this school: The appointments in this school are very fair. The teacher needs to be modernized. There is no fault to find with sanitary condition.

Name of school: Elementary for girls; street, on alley south of Gaudia Hotel.

Number of teachers: 1; number of pupils, 75.

Is the light good? Yes.

Do seats face windows? No.

How are blackboards and charts placed in reference to windows? None.

Number of rooms in school: One.

Is air pure or impure in rooms? Pure.

What seats and desks are provided: Mere benches.

What is the closet accommodation? Good; rear house.

The condition of closet: Good.

Location of closet: Rear house.

Improvements suggested for this school: This school is in better condition than the private school, and the teacher seems to have some idea of her responsibilities.

Name of school: Mrs. Jaujauries; street, Plaza.

Number of teachers: 1; number of pupils, 115.

Is the light good? Yes.

Do seats face windows? No.

How are blackboards and charts placed in reference to windows? Properly.

Number of rooms in school: One.

Is air pure or impure in rooms? Pure.

What seats and desks are provided: Chairs.

What is the closet accommodation? Same as used by family.

The condition of closet: Fair.

Location of closet: Off the kitchen.

Improvements suggested for this school: Desks should be supplied the pupils. This school is well located and no fault is to be found with its sanitary conditions.

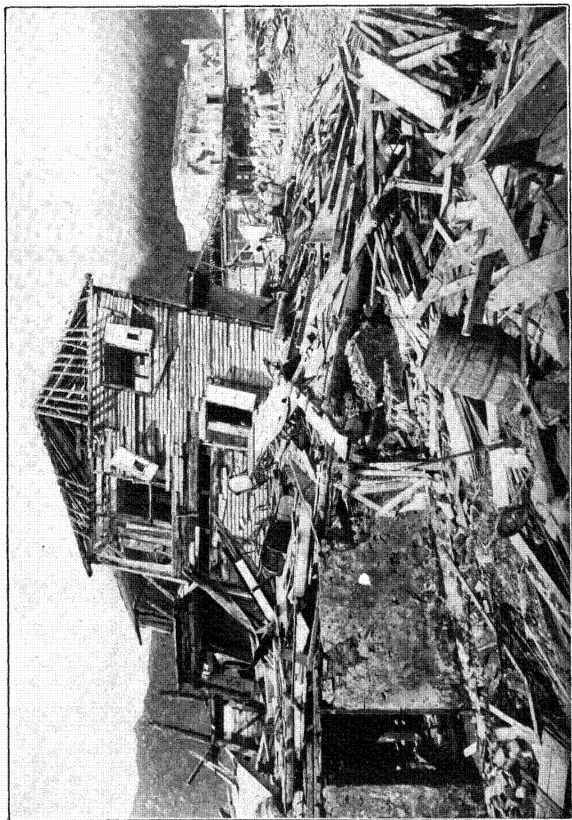
REMARKS ON SANITARY CONDITION OF CITY AND DISTRICT.

In Arecibo the huts along the ocean and the Rio Santiago should be burned and those portions of the town rebuilt with wide streets and alleys. This suggestion is made because Arecibo can not afford to perpetuate the present condition of affairs.

The sewage at present discharges into the Rio Santiago. This stream is closed by a sandbar, and at the city forms, with the Rio Grande, a lagoon. When water-closets are extensively used this lagoon will in all probability become a source of danger to the town. At some considerable expense the sewage of the city can be discharged into the ocean.

For town and city the only hope is in (1) universal education, (2) diversified agriculture, (3) an appreciation of moral and sanitary laws. The slow work of education and evolution only will redeem the people.

G. G. GROFF.



A STREET IN YABUCCA.

APPENDIX L.

REPORT OF BOARD OF CHARITIES OF PORTO RICO.

HEADQUARTERS DEPARTMENT OF PORTO RICO,

San Juan, P. R., July 15, 1900.

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

SIR: In submitting a report of the board of charities of Porto Rico from the date of its organization, August 9, 1899, to that of the inauguration of the civil government, May 1, 1900, and of the Porto Rico relief work, I have the honor first to invite your attention to the following statement of financial transactions and supplies received and distributed:

STATEMENT OF ACCOUNTS.

Cost of maintaining the board of charities of Porto Rico and the institutions under its control, by months.

FROM AUGUST 1, 1899, TO JANUARY 31, 1900, IN DETAIL.

Institutions.	Personnel.		Salaries of personnel.	Subsistence, clothing, medicines, material, etc.	Total.
	Employees.	Inmates.			
<i>August, 1899.</i>					
Office of board	3				\$172.63
Insane asylum	20	121	\$485.00	\$535.14	1,020.14
Orphan asylum	24	381	643.33	1,305.17	1,948.50
Leper asylum	3	16	55.00	126.76	181.76
Total					3,323.03
<i>September, 1899.</i>					
Office of board	3				248.96
Insane asylum	20	122	413.00	483.43	896.43
Orphan asylum	26	382	893.33	1,456.54	2,349.87
Leper asylum	3	16	55.00	139.35	194.35
Total					3,689.61
<i>October, 1899.</i>					
Office of board	4				266.02
Insane asylum	19	121	385.00	431.98	816.99
Orphan asylum	26	369	699.80	1,639.65	2,339.45
Leper asylum	3	16	55.00	141.95	196.95
Total					3,620.00
<i>November, 1899.</i>					
Office of board	5				267.88
Insane asylum	19	118	385.00	606.90	991.90
Orphan asylum	26	360	987.19	1,666.86	2,654.05
Leper asylum	3	16	55.00	157.15	212.15
Total					4,125.98
<i>December, 1899.</i>					
Office of board	4				259.42
Insane asylum	19	123	401.00	467.31	868.31
Orphan asylum	31	352	1,028.99	2,190.23	3,219.22
Leper asylum	3	18	55.00	146.12	201.12
Total					4,548.07
<i>January, 1900.</i>					
Office of board	5				238.50
Insane asylum	23	145	400.00	729.54	1,138.54
Orphan asylum	38	351	1,100.33	1,640.36	2,740.69
Leper asylum	3	18	55.00	160.58	215.68
Total					4,333.31
Grand total					23,640.00

[illegible]

Statement showing the amounts advanced and disbursed by the various special disbursing officers having in charge hurricane relief funds, for medicines, supplies, and necessary expenditures.

Capt. H. S. Bishop, at Manati:

To warrant 53, August 12, 1899.....		\$1,000.00
By disbursements:		
August 12 to August 31.....	\$663.88	
September 1 to September 30.....	56.70	
October 1 to October 31.....	24.00	
November 1 to November 30.....	45.30	
December 1 to December 31.....	33.15	
January 1 to February 28, 1900.....	54.30	
March 1 to March 17.....	19.20	
By balance transferred to Lieutenant Haines.....	103.47	
		<u>1,000.00</u>

Lieut. John T. Haines, at Manati:

To balance received from Captain Bishop, March 18.....		103.47
By disbursements March 18 to March 31.....	6.00	
By balance paid treasurer (Rec. 2477).....	97.47	
		<u>103.47</u>

Capt. H. R. Lee, at Lares:

To warrant 54, August 12, 1899.....		1,000.00
By disbursements:		
August 21 to August 31.....	254.18	
September 4 to September 20.....	13.07	
October 1 to October 31.....	16.95	
By deposit with treasurer (Rec. 536).....	500.00	
By balance paid treasurer (Rec. 788).....	215.80	
		<u>1,000.00</u>

Lieut. S. G. Chiles, at Aguadilla:

To warrant 55, August 12, 1899.....		1,000.00
By disbursements:		
August 22 to September 30.....	21.00	
October 1 to October 31.....	40.89	
November 1 to November 30.....	.60	
By deposit with treasurer (Rec. 424).....	750.00	
By balance paid treasurer (Rec. 978).....	187.51	
		<u>1,000.00</u>

Capt. Eben Swift, at Humacao:

To warrant 56, August 12, 1899.....		1,000.00
By disbursements:		
August 1 to August 31.....	555.88	
September 1 to September 30.....	224.32	
October 1 to October 31.....	140.62	
By balance paid treasurer (Rec. 772 and 806).....	79.18	
		<u>1,000.00</u>

Lieut. Col. C. C. C. Carr, at Mayaguez:

To warrant 57, August 12, 1899.....		1,000.00
By disbursements, August 18 to August 31.....	689.76	
By balance paid treasurer (Rec. 417).....	310.24	
		<u>1,000.00</u>

Lieut. Col. D. W. Burke, at San Juan:

To warrant 58, August 12, 1899.....		1,000.00
By amount transferred to Lieutenant Wells.....		1,000.00

Lieut. F. L. Wells, at San Juan:

To amount received from Lieutenant-Colonel Burke.....		1,000.00
By disbursements, August 12 to September 30.....	158.80	
By balance paid treasurer (Rec. 558).....	841.20	
		<u>1,000.00</u>

Statement showing the amounts advanced and disbursed by the various special disbursing officers having in charge hurricane relief funds, etc.—Continued.

Capt. W. E. Almy, at San German:

To warrant 59, August 12, 1899	\$1,000.00
By amount transferred to Captain Schuyler	1,000.00

Capt. W. S. Schuyler, at San German:

To amount received from Captain Almy	1,000.00
By disbursements, August 22 to August 26	\$432.05
By balance paid treasurer (Rec. 278)	567.95
	1,000.00

Capt. C. H. Watts, at Adjuntas:

To warrant 60, August 12, 1899	1,000.00
To additional amount advanced	150.00
	1,150.00
By disbursements, August 9 to August 31	1,072.02
By disbursements, September 1 to September 31	77.98
	1,150.00

Maj. A. L. Myer, at Ponce:

To warrant 61, August 12, 1899	1,000.00
By disbursements:	
August 12 to August 31	118.72
September 1 to September 30	62.05
October 1 to October 31	30.04
By balance paid treasurer (Rec. 1012)	789.19
	1,000.00

Capt. A. C. Macomb, at Arecibo:

To warrant 62, August 12, 1899	1,000.00
By disbursements:	
August 14 to September 30	274.37
October 1 to October 31	2.25
November 1 to February 28	200.00
By balance paid treasurer (Rec. 1783)	523.38
	1,000.00

Capt. F. W. Foster, at Cayey:

To warrant 63, August 12, 1899	1,000.00
By disbursements, August 12 to August 31	659.79
By balance paid treasurer (Rec. 446)	340.21
	1,000.00

Capt. H. W. Wheeler, at Aibonito:

To warrant 64, August 12, 1899	1,000.00
By disbursements:	
August 12 to August 31	763.07
September 1 to October 31	179.62
November 1 to November 30	19.83
December 1 to December 31	14.00
January 1 to February 28	23.48
	1,000.00

Account of receipts and disbursements.—Contribution fund.

[See p. 291 for list of contributors.]

1899.		
Aug.	Received by contributions	\$9,588.60
Sept.	Balance from August	\$9,588.60
	Received by contributions	4,066.50
		13,655.10
	Disbursements:	
	Reimbursement for payment of interpreter, Mayaguez	3.60

Account of receipts and disbursements.—Contribution fund—Continued.

1899.	
Sept.	Disbursements—Continued.
	Transferred to division of Ponce (relief expenses) .. \$200. 00
	Services of physicians .. 423. 86
	Services and supplies at general supply depot .. 503. 84
	Transferred to division of Manati (relief expenses) .. 100. 00
	Printing .. 28. 83
	<hr/> \$1, 260. 13
	Balance .. 12, 394. 97
Oct.	Balance from September .. 12, 394. 97
	Received by contributions .. 1, 569. 00
	<hr/> 13, 963. 97
	Disbursements:
	Emergency relief supplies at Adjuntas .. 1, 742. 99
	Interpreter, Mayaguez .. 22. 20
	Provisional hospital, Ponce, services .. 247. 06
	Printing .. 1, 034. 92
	Transferred to division Manati (relief expenses) .. 100. 00
	Inspectors for board (salaries and expenses) .. 298. 28
	Physicians, expenses .. 4. 50
	General supply depot, services .. 447. 50
	Rent of depot at Caguas .. 12. 72
	Clerk, office of board .. 12. 00
	<hr/> 3, 922. 17
	Balance .. 10, 041. 80
Nov.	Balance from October .. 10, 041. 80
	Disbursements:
	Services, board of charities .. 24. 00
	Emergency relief supplies, Arecibo .. 1, 020. 08
	Services, division of Mayaguez .. 84. 00
	Services, general supply depot .. 414. 76
	Emergency relief supplies, Cayey .. 5. 97
	Reward for discovery of fraud .. 10. 00
	Printing .. 16. 75
	Purchase of medicines at Patillas .. 174. 93
	Services, division of Adjuntas .. 54. 00
	Provisional hospital, Ponce, services and supplies .. 415. 67
	Rent of supply depot, Aibonito .. 7. 00
	<hr/> 2, 227. 16
	Balance .. 7, 814. 64
Dec.	Balance from November .. 7, 814. 64
	Disbursements:
	Services, general supply depot .. 380. 00
	Provisional hospital, Ponce, services and supplies .. 426. 76
	Services, board of charities .. 88. 00
	Practicante, Utuado .. 28. 33
	Emergency supplies, division of Arecibo .. 120. 54
	Rent of supply depot, Adjuntas .. 36. 00
	Services, Mayaguez .. 24. 00
	Reimbursement for damage to storehouse, Fajardo .. 30. 00
	Printing .. 157. 85
	Rent of depot, Aibonito .. 7. 00
	Medicine and services, division of Caguas .. 15. 25
	<hr/> 1, 813. 73
	Balance .. 6, 500. 91

REPORT OF MILITARY GOVERNOR OF PORTO RICO.

Account of receipts and disbursements.—Contribution fund—Continued.

Balance from December	\$6,500.91	
Reimbursement by freight contractors for supplies stolen en route, Lares	262.97	
		\$763.88
Disbursements:		
Services, general supply depot	350.00	
Provisional hospital, Ponce, services and supplies	418.55	
Rent of depot, Aibonito	7.00	
Services, division of Mayaguez	132.00	
Rent of depot, Arecibo	9.00	
Printing	76.38	
Practicante at Mameyes	50.00	
Medicine at Patillas	66.77	
Services, board of charities	52.00	
		1,161.70
Balance		5,602.18
Balance from January	5,602.18	
Received by contributions	192.35	
Received by sale of glassware donation	26.75	
Reimbursement for supplies lost and stolen en route	82.62	
		5,903.90
Disbursements:		
Printing	47.79	
Services, Mayaguez	91.80	
Provisional hospital, Ponce, services and supplies	359.16	
Services, general supply depot	207.50	
Transferred to division inspector, Cayey	500.00	
Practicante at Mayaguez	50.00	
Services, office of board	46.00	
		1,302.25
Balance		4,601.65
Balance from February	4,601.65	
Received by contributions	500.00	
By transfer from commanding officer, Manati	7.95	
By sale of damaged supplies	3.00	
		5,112.60
Disbursements:		
Provisional hospital, Ponce, services and supplies	174.17	
Rent of depot, Aibonito	7.00	
Rent of depot, San German	4.42	
Emergency supplies, Arecibo	24.10	
Services, Mayaguez	96.00	
Services, Adjuntas	27.00	
Rent of depot, Adjuntas	36.00	
Printing	44.00	
Services, general supply depot	257.50	
Services, board of charities	141.00	
		811.19
Balance		4,301.41
Balance from March	4,301.41	
Received by contributions	5.00	
		4,306.41
Disbursements:		
Printing	274.37	
Services, Mayaguez	42.00	

Account of receipts and disbursements.—Contribution fund—Continued.

1900.

Apr. Disbursements—Continued.

Provisional hospital, Ponce, services.....	\$1.18
Rent of depot, San German	25.28
Services, general supply depot.....	265.00
Supplies, office of board.....	1.15
	<hr/>
	\$608.98

Balance.....	<hr/>	3,697.43
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May. Balance from April.....	3,697.43	
Received by contributions	25.00	
	<hr/>	3,722.43

Disbursements:

Services, Mayaguez	31.20
Services, Bayamon	12.00
Medicines, Cayey	70.46
Printing and supplies	47.76
Practicante, Mayaguez	7.20
	<hr/>
	168.62

Balance.....	<hr/>	3,553.81
--------------	-------	----------

June. Balance from May.....	3,553.81	
By transfer from general supply depot.....	22.34	
By error in payment of checks at bank.....	.21	
	<hr/>	3,576.36

Disbursements:

Supplies, office of relief	2.56
Printing	3.00
	<hr/>
	5.56

Balance.....	<hr/>	3,570.80
--------------	-------	----------

July. Balance from June.....	3,570.80	
By transfer from Division of Ponce (unexpended balance)	114.65	
	<hr/>	3,685.45
Disbursements: Printing.....	2.70	

Balance on hand August 1, 1900	<hr/>	3,682.75
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RECAPITULATION.**Total receipts:**

By contributions.....	15,946.45
By reimbursement for supplies lost or stolen	345.59
By sale of supplies.....	29.75
By error at bank.....	.21
	<hr/>
	16,322.00

Total disbursements.....	12,784.19	
Less unexpended balance returned by depots	144.94	
	<hr/>	12,639.25

Balance, August 1, 1900.....	<hr/>	3,682.75
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Account of disbursements from the allotment of \$25,000 from the appropriation for refunding customs revenues, for the purpose of aiding hospitals, paying expenses of food distribution, etc.

1900.			
Apr.	Placed to credit of disbursing officer Porto Rican relief		\$25,000.00
	Disbursements:		
	Purchase of relief medicines	\$385.41	
	Purchase of hospital supplies	92.04	
		<hr/>	477.45
	Balance		24,522.55
			<hr/>
May.	Balance from April		24,522.55
	Disbursements:		
	Services in office of Porto Rico relief	267.53	
	Services, general supply depot	302.50	
		<hr/>	570.03
	Balance		23,952.52
			<hr/>
June.	Balance from May		23,952.52
	Disbursements:		
	Services, general supply depot	302.50	
	Services, office Porto Rico relief	137.80	
	Purchase of relief medicines	1,828.05	
	Services, Mayaguez	97.44	
	Services, Jayuya	15.00	
	Rent of depot at Manati	3.60	
	Services, Bayamon	27.00	
	Printing	110.04	
	Hospital maintenance, Aguadilla	60.00	
		<hr/>	2,581.43
	Balance		21,371.09
			<hr/>
July.	Balance from June		21,371.09
	Disbursements:		
	Services, Mayaguez	74.40	
	Relief medicine	1,334.66	
	Services, office of Porto Rico relief	16.53	
	Orphanage, Arecibo—supplies	75.00	
	Physicians, division of Arecibo	200.00	
	Rent of depot, Adjuntas	19.00	
	Maintenance of hospital, Aguadilla	30.00	
	Maintenance of hospital, Adjuntas	87.20	
	Services, general supply depot	60.88	
	Printing	1.86	
		<hr/>	1,899.53
	Balance on hand August 1		19,471.56

Receipts and distribution of food for hurricane sufferers of Porto Rico, August 8, 1899, to July 15, 1900.

GROSS SUPPLIES PER TRANSPORT.

	Date of arrival.	Rice.	Beans.	Codfish.	Bacon.	Miscellaneous.	Total.
	1899.	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>
U. S. Commissary	Aug. 16	4,300	7,100	-----	-----	-----	11,400
Do.	Aug. 17	13,900	22,000	-----	-----	-----	35,900
U. S. A. T. McPherson	Aug. 19	603,871	646,359	-----	-----	19,200	1,269,430
U. S. S. Panther	Aug. 30	-----	31,550	-----	-----	239,300	270,850
U. S. A. T. McClellan	Aug. 31	505,600	465,915	268,544	-----	694,546	1,934,405
S. S. Evelyn	Sept. 1	350	-----	15,800	-----	2,100	18,250
U. S. Commissary	Aug. 29	-----	-----	-----	-----	101,200	101,200
U. S. A. T. Kilpatrick	Sept. 8	336,000	302,819	640	-----	472,550	1,112,009
S. S. Mae	Sept. 12	-----	-----	-----	-----	39,900	39,900
U. S. A. T. Wright	Sept. 14	22,400	30,300	-----	-----	323,000	375,700
U. S. A. T. Burnside	Sept. 15	858,166	857,670	274,112	-----	300	1,990,248
U. S. A. T. McClellan	Sept. 18	146,700	107,500	-----	-----	11,138	265,338
S. S. Hildeur	Sept. 29	-----	206,795	-----	-----	-----	206,795
U. S. A. T. Buford	do	505,248	426,043	279,410	-----	-----	1,210,701
S. S. Philadelphia	Oct. 2	353,320	334,077	-----	-----	-----	687,397
U. S. A. T. McPherson	Oct. 11	848,648	960,285	280,624	-----	500	2,090,057
U. S. Commissary	Oct. 21	509,903	507,980	284,000	-----	2,300	1,304,183
U. S. A. T. Burnside	Oct. 26	851,920	699,380	196,776	-----	-----	1,748,076
U. S. Commissary	Oct. 31	33,600	149,820	93,464	-----	-----	276,884
U. S. S. Resolute	do	350,400	54,740	60,672	-----	74,100	539,912
U. S. A. T. McPherson	Nov. 4	1,000	62,350	-----	-----	32,800	96,150
U. S. A. T. McClellan	Nov. 8	-----	-----	-----	-----	600	600
U. S. A. T. Burnside	Dec. 11	805,508	-----	100,000	100,000	1,400	1,001,908
U. S. A. T. McClellan	Dec. 22	789,423	-----	99,840	100,000	-----	989,263
U. S. A. T. Buford	Dec. 27	350,052	242,255	80,000	80,000	-----	752,307
	1900.						
U. S. A. T. McPherson	Jan. 2	849,452	240,160	90,000	80,000	100	1,259,712
U. S. A. T. Buford	Jan. 17	573,950	283,837	70,974	71,420	-----	1,000,181
U. S. A. T. McPherson	Jan. 23	572,152	291,627	71,040	71,420	-----	1,006,239
U. S. A. T. McClellan	Jan. 30	568,649	284,359	71,680	81,368	-----	1,006,056
U. S. A. T. Burnside	Feb. 6	574,124	292,771	71,550	71,420	30,400	1,040,265
U. S. A. T. McClellan	Mar. 13	572,048	288,233	142,866	-----	-----	1,003,147
U. S. A. T. Burnside	Mar. 27	566,399	276,637	73,850	61,400	-----	978,286
U. S. A. T. Kilpatrick	Apr. 2	-----	-----	-----	10,000	-----	10,000
U. S. A. T. McPherson	Apr. 9	1,044,639	328,052	133,090	155,331	-----	1,661,112
U. S. A. T. Crook	Apr. 17	705,607	517,301	93,556	83,392	-----	1,399,856
U. S. A. T. Burnside	Apr. 25	549,659	297,411	71,680	71,456	-----	990,206
U. S. A. T. Crook	May 8	370,234	168,401	43,450	69,938	-----	652,023
U. S. Commissary	May 12	-----	-----	-----	-----	41,100	41,100
U. S. A. T. McPherson	May 21	335,287	174,326	42,336	15,700	-----	567,649
Accumulation of transport receipts taken up at depot	1899. Dec. 4	100,000	300,000	-----	-----	-----	400,000
Total		15,267,509	9,858,054	3,009,954	1,122,845	2,066,334	31,344,696
Receipts from miscellaneous sources		865,354	124,975	104,868	677	4,660	1,100,534
Grand total		16,132,863	9,983,029	3,114,822	1,123,522	2,090,994	32,445,230

GENERAL DEPOT, SAN JUAN, P. R.

	Received.	Disbursed.	Balance turned over to commissioner of interior.
	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>
Rice	16,132,863	15,878,697	254,166
Beans	9,983,029	9,992,529	500
Codfish	3,114,822	3,114,572	250
Bacon	1,123,522	1,123,522	-----
Miscellaneous	2,090,994	2,088,064	2,900
Gross	32,445,230	32,187,414	257,816

Consolidated report of receipts and distribution of food for hurricane sufferers, etc.

SUPPLIES RECEIVED.

Inspection district.	Rice.	Beans.	Codfish.	Bacon.	Miscellaneous.	Total.	Date closed.
	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	1900.
Adjuntas	279,488	286,765	81,182	4,600	53,350	705,383	July 15
Aibonito	758,260	531,734	145,430	68,686	94,770	1,598,880	Do.
Aguadilla	671,478	429,479	147,808	29,654	125,650	1,404,069	Do.
Arecibo	1,621,623	1,034,091	360,928	95,379	273,000	3,385,021	Do.
Arroyo	158,876	104,525	38,164	4,408	55,700	361,673	1899.
Bayamon	1,390,780	912,679	209,670	113,736	131,700	2,758,565	Oct. 5
Caguas	347,320	225,114	74,792	7,800	110,000	765,026	Oct. 5
Cayey	260,716	227,729	76,266	7,502	64,300	636,513	Nov. 15
Fajardo	70,820	58,668	18,066	-----	13,500	161,064	Sept. 26
Guanica	175,612	181,299	58,222	-----	54,840	469,973	Nov. 11
Humacao	145,448	124,759	48,216	-----	123,200	441,623	Oct. 28
Lares	443,700	359,490	113,380	22,800	60,560	999,930	1900.
Manatí	3,910,005	2,120,923	747,696	240,116	188,900	7,207,640	Mar. 16
Mayaguez	2,677,158	1,643,476	485,068	259,632	186,640	5,251,974	July 15
Ponce	1,221,276	779,804	202,952	85,593	199,450	2,489,075	Do.
San Juan	288,602	115,541	55,436	68,250	9,400	537,229	Do.
San German	359,740	251,592	105,184	10,600	66,000	793,116	Mar. 16
Total	14,780,900	9,387,668	2,968,460	1,018,756	1,810,960	29,966,744	
Miscellaneous distribution	1,097,797	594,861	146,112	104,766	277,134	2,220,670	
Grand total	15,878,697	9,982,529	3,114,572	1,123,522	2,088,094	32,187,414	

POPULATION STATISTICS.

Substations. ¹	Population.	Indigent.	Indigent supplied through planters.	Dead.	At work.
Adjuntas:					
Adjuntas	19,571	10,000	9,750	1,553	1,500
Guayanilla ²	9,632	-----	-----	-----	-----
Peñuelas ²	12,296	-----	-----	-----	-----
Utua ²	43,675	-----	-----	-----	-----
Yauco ²	27,337	-----	-----	-----	-----
Aibonito:					
Aibonito	8,541	3,000	1,065	337	300
Barranquitas	8,163	5,500	796	412	450
Barros	14,883	4,000	4,480	652	200
Aguadilla:					
Aguadilla	17,997	5,600	150	572	313
Aguada	10,575	4,500	-----	566	280
Isabela	14,890	4,000	-----	560	279
Moca	12,415	1,500	-----	577	800
Rincon	6,661	3,000	-----	226	375
San Sebastian	16,289	-----	-----	-----	-----
Arecibo:					
Arecibo	37,019	11,000	4,113	1,780	1,250
Camuy	11,123	4,000	-----	296	275
Hatillo	10,439	3,000	175	264	278
Quebradillas	7,424	2,600	65	239	380
Utua	-----	20,000	16,609	3,283	500
Arroyo:					
Arroyo	4,868	3,000	489	220	250
Guayama	12,798	2,000	280	620	---
Patillas	11,202	2,000	12	610	700
Salinas	5,824	1,500	-----	253	50
Bayamon:					
Bayamon	19,897	8,900	4,628	705	60
Comeiro	8,251	6,000	3,905	430	60
Corozal	11,507	7,000	1,210	533	84
Dorado	3,804	1,000	328	114	50
Naranjito	8,106	3,800	3,658	298	140
Toa Alta	7,908	2,000	175	246	30
Toa Baja	4,032	3,000	-----	76	46

¹ Complete returns from substations had not been received at the time of the completion of this report. Amounts distributed to substations are consequently estimated. These estimates are based on the number of indigent in the respective districts.

² Transferred.

Receipts and distribution of food for hurricane sufferers, etc.—Continued.

POPULATION STATISTICS—Continued.

Substations.	Popula- tion.	Indigent.	Indigent supplied through planters.	Dead.	At work.
Caguas:					
Aguas Buenas	7,988	3,400	2,328	333	150
Caguas	19,925	5,900	1,067	733	274
Gurabo	8,723	1,600	761	258	300
Juncos	8,418	2,500	115	341	163
San Lorenzo		2,400	745	446	254
Cayey:					
Cayey	14,556	5,000	1,505	700	700
Cidra	7,557	5,300	605	253	450
Fajardo:					
Fajardo	12,655	2,100			317
Celba		700	15	456	77
Luquillo		500			74
Rio Grande	12,297	1,700	800	403	40
Guanica:					
Guayanilla		3,000	678	574	700
Yauco		5,000	120	1,685	1,500
Humacao:					
Humacao	13,706	1,800		847	1,000
Culebra	704	290		17	
Naguabo	4,072	1,200		389	800
Mannabo	6,323	800	254	327	500
Piedras	8,567	900			300
Vieques	5,964	1,200		180	
Yabucoa	14,132	1,500	20	728	1,000
Lares:					
Lares	21,173	6,000	5,530	1,211	703
San Sebastian		5,300	2,832	542	550
Manati:					
Manati	14,195	9,000	4,641	791	1,905
Barcelonita	9,362	7,000	1,984		1,840
Ciales	18,196	12,000	9,262	1,014	4,782
Morovis	11,220	8,000	3,334	574	2,658
Vega Alta	6,077	1,500	385	185	259
Vega Baja	10,155	6,000	1,257	336	425
Mayaguez:					
Mayaguez	36,042	3,000	12,368	1,921	2,055
Añasco	13,537	6,020	2,858	723	511
Cabo Rojo	16,086	7,400	675	457	597
Hormigueras	7,466				
Las Marias	11,401	6,000	2,875	559	2,000
Maricao	8,304	5,000	1,708	613	1,000
Ponce:					
Ponce	56,212	15,000	1,435	3,190	1,600
Coamo	15,152	10,000	470	410	2,000
Juana Diaz	27,919	15,000	3,411	1,319	5,000
Peñuelas		5,600	110	561	1,500
Santa Isabel	4,859	1,800	100	155	25
San Juan:					
San Juan	32,555	1,700		956	
Carolina	12,654	2,000	95	303	200
Hato Grande	13,545				
Loiza	12,728	500		157	400
Trujillo Alto	5,691	1,700	65	117	95
Rio Piedras	13,758	1,800	85	404	52
San German:					
San German	20,393	4,000	402	759	500
Lajas	8,784	1,200		268	272
Sabana Grande	10,604	3,100	1,049	408	500
Total	957,779	314,310	117,832	42,025	48,678
Less by revision of population statistics	4,536				
Total	953,243				

Receipts and distribution of food for hurricane sufferers, etc.—Continued.

SUPPLIES RECEIVED.

	Rice.	Beans.	Codfish.	Bacon.	Miscellaneous.	District total.
	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>
Adjuntas:						
Adjuntas.....	279,486	286,765	81,182	4,600	53,350	705,383
Aibonito:						
Aibonito.....	189,565	132,933	36,357	17,172	23,693	399,720
Barranquitas.....	315,942	221,555	60,595	28,619	39,487	666,198
Barros.....	252,753	177,246	48,478	22,895	31,590	532,962
						1,598,880
Aguadilla:						
Aguadilla.....	201,443	128,844	44,342	8,896	37,695	421,220
Aguada.....	161,155	103,075	35,474	7,117	30,156	336,977
Isabela.....	147,725	94,485	32,518	6,524	27,643	308,895
Moca.....	53,718	34,358	11,825	2,372	10,052	112,325
Rincon.....	107,437	68,717	23,649	4,745	20,104	224,652
						1,404,069
Arecibo:						
Arecibo.....	437,838	279,205	97,450	25,752	73,710	913,955
Camuy.....	162,162	103,409	36,093	9,538	27,300	338,502
Hatillo.....	113,514	72,386	25,265	6,677	19,110	236,952
Quebradillas.....	97,297	62,045	21,655	5,723	16,380	203,100
Utua.....	810,812	517,046	180,465	47,689	136,500	1,692,512
						3,385,021
Arroyo:						
Arroyo.....	55,607	36,897	13,472	1,556	19,662	127,194
Guayama.....	38,130	24,564	8,969	1,036	13,090	85,789
Patillas.....	38,130	24,563	8,968	1,036	13,090	85,787
Salinas.....	27,009	18,501	6,755	780	9,858	62,903
						361,673
Bayamon:						
Bayamon.....	389,418	255,550	58,708	31,846	36,876	772,398
Comeiro.....	264,248	173,400	39,837	21,610	25,023	524,127
Corozal.....	305,972	200,789	46,127	25,022	28,974	606,884
Dorado.....	41,723	27,380	6,290	3,412	3,951	82,756
Naranjito.....	166,894	109,522	25,160	13,648	15,804	331,028
Toa Alta.....	83,447	54,760	12,580	6,824	7,902	165,513
Toa Baja.....	139,078	91,269	20,968	11,374	13,170	275,859
						2,758,565
Caguas:						
Agua Buenas.....	72,937	47,274	15,706	1,638	23,100	160,655
Caguas.....	128,508	83,292	27,673	2,886	40,700	283,059
Gurabo.....	34,732	22,511	7,479	780	11,000	76,502
Juncos.....	55,572	36,019	11,967	1,248	17,600	122,406
San Lorenzo.....	55,571	36,018	11,967	1,248	17,600	122,404
						765,026
Cayey:						
Cayey.....	126,708	110,449	36,989	3,638	31,185	308,969
Cidra.....	134,008	117,280	39,277	3,865	33,114	327,544
						636,513
Fajardo:						
Fajardo.....	29,744	24,641	7,588	-----	5,667	67,640
Celba.....	9,915	8,213	2,529	-----	1,895	22,552
Luquillo.....	7,082	5,867	1,807	-----	1,354	16,110
Rio Grande.....	24,079	19,947	6,142	-----	4,584	54,752
						161,054
Guanica:						
Guayanilla.....	64,976	67,081	21,542	-----	20,291	173,890
Yauco.....	110,636	114,218	36,680	-----	34,549	296,083
						469,973
Humacao:						
Humacao.....	33,453	28,695	11,090	-----	28,336	101,574
Culebra.....	5,818	4,990	1,929	-----	4,928	17,665
Naguabo.....	23,272	19,061	7,714	-----	19,712	70,659
Mannabo.....	14,545	12,476	4,822	-----	12,320	44,163
Piedras.....	17,454	14,971	5,786	-----	14,784	52,965
Vieques.....	21,817	18,714	7,232	-----	18,480	66,243
Yabucoa.....	29,089	24,952	9,643	-----	24,640	88,324
						441,623

Receipts and distribution of food for hurricane sufferers, etc.—Continued.

SUPPLIES RECEIVED—Continued.

	Rice.	Beans.	Codfish.	Bacon.	Miscellaneous.	District total.
<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>	<i>Rations.</i>
Lares:						
Lares	236,492	191,608	60,432	12,152	32,278	532,962
San Sebastian	207,208	167,882	52,948	10,648	28,282	466,968
						999,930
Manati:						
Manati	821,101	445,394	157,016	50,424	39,669	1,513,604
Barcelonita	625,601	339,347	119,631	38,419	30,224	1,153,222
Ciales	1,094,801	593,858	209,355	67,233	52,892	2,018,139
Morovis	703,801	381,766	134,585	43,221	34,002	1,297,375
Vega Alta	117,300	63,628	22,431	7,203	5,667	216,220
Vega Baja	547,401	296,930	104,678	33,616	26,446	1,009,071
						7,207,640
Mayaguez:						
Mayaguez	294,487	180,782	53,357	28,560	20,530	577,716
Añasco	588,975	361,564	106,715	57,120	41,060	1,155,434
Cabo Rojo	721,823	443,739	130,968	70,100	50,394	1,417,024
Las Marias	588,974	361,567	106,715	57,120	41,060	1,155,436
Maricao	482,899	295,824	87,313	46,732	33,596	946,364
						5,251,974
Ponce:						
Ponce	378,596	241,739	62,915	26,534	61,830	771,614
Coamo	256,468	163,759	42,620	17,975	41,884	522,706
Juana Diaz	390,808	249,537	64,945	27,390	63,824	796,504
Peñuelas	146,553	93,577	24,354	10,271	23,934	298,689
Santa Isabel	48,851	31,192	8,118	3,423	7,978	99,562
						2,489,075
San Juan:						
San Juan	63,492	25,419	12,196	15,015	2,068	118,190
Carolina	75,037	30,041	14,413	17,745	2,444	139,680
Loiza	20,202	8,088	3,881	4,778	658	37,607
Trujillo Alto	63,492	25,419	12,196	15,015	2,068	118,190
Rio Piedras	66,379	26,574	12,750	15,697	2,162	123,562
						537,229
San German:						
San German	172,675	120,764	50,488	5,088	31,680	380,695
Lajas	50,364	35,223	14,726	1,484	9,240	111,037
Sabana Grande	136,701	95,605	39,970	4,028	25,080	301,384
						793,116
Miscellaneous distribution.	1,097,797	594,861	146,112	104,766	277,134	2,220,670
Grand total	15,878,697	9,982,529	3,114,572	1,123,522	2,088,094	32,187,414

RECEIPTS.

	Date of report.	Medical supplies.			Clothing.				Hats, boxes.	Soap, boxes.	Miscellaneous.	Building material.		General miscellany.
		Boxes.	Assorted vials and boxes.	Miscellaneous.	Barrels.	Boxes.	Packages.	Miscellaneous.				Nails, kegs.	Roofing, rolls.	
U. S. T. McPherson	1899.													
U. S. S. Panther	Aug. 22	2				27	12	5 bags	3	25		52		2,006 boards. (500 scantling.
U. S. T. McClellan	Aug. 30	20				23	3						400	
U. S. S. Evelyn	Sept. 2	7		7 baskets		24			47					
U. S. S. Panther	do.					6	5					248		
U. S. S. Evelyn	Sept. 6	1				5	1		4					
U. S. T. Kilpatrick	Sept. 9	2			12	62	2							
U. S. T. McClellan	Sept. 13	1												
U. S. S. Caracas	do.				14	4								
U. S. T. Burnside	Sept. 20	28		6 carboys		3	1							
McCurdy	do.						4							
U. S. T. McClellan	do.						1							
U. S. T. Wright	Sept. 16	2				39				1				2 sacks hardware.
U. S. T. Burnside	do.						24							
U. S. T. McClellan	Sept. 23					3	6							
U. S. T. Buford	Sept. 30	1				4	3							1 box can openers.
U. S. T. McPherson	Oct. 14	1			2	5								
U. S. T. Burnside	Oct. 28	88		1 hogshhead.		9								
														10 rolls wrapping paper. 10 rolls blotting paper. 1 box stationery. 9 bundles wire netting. 1 case glassware. 3 cases candles. 1 case pins. 1 box thread. 15 spring cots.
U. S. S. Resolute	Nov. 4	209		10 barrels	11	7	15			12				
U. S. T. McPherson	Nov. 11	273			4	9	1		2	1				

Receipts and distribution of miscellaneous supplies for hurricane sufferers of Porto Rico—Continued.

DISTRIBUTION—Continued.

Inspection district.	Medical supplies, boxes.	Clothing.				Hats, boxes.	Soap, boxes.	Miscellaneous.	Building material.		General miscellany.
		Barrels.	Boxes.	Pack-ages.	Miscellaneous.				Nails, kegs.	Roofing, rolls.	
Mayaguez			8			3	2		35	40	
Ponce	1		15	2		4	3			45	
San Juan			4		2 bags.				4		
San German			3				2		15	20	
Total	1	19	178	23	4	43	24	1	294	400	511 boards. 152 scantling. 2 cases candles.

Miscellaneous distribution.	Medical supplies.		Clothing.			Hats, boxes.	Soap, boxes.	Miscellaneous.	Building material.		General miscellany.
	Boxes.	Assorted vials and boxes.	Miscellaneous.	Barrels.	Boxes.	Packaging.	Miscellaneous.	Soap, boxes.	Nails, kegs.	Roofing, rolls.	
Woman's Aid Society	1			29	47	62	1 bag.				41 case pins. 1 box thread. 38 boxes stationery. 1 box ink. 10 rolls blotting paper. 1 box shaving brushes. 9 bundles wire netting. 10 bundles wrapping paper. 15 spring cots.
Medical supply depot	657	1,200	7 baskets 6 carboys 1 hoghead 110 barrels					12	1 box dry goods. 6 bales cotton batting. 8 bales sheeting.		
Gen. G. W. Davis. Board of charities: Cath. Finley, Ponce Alcalde Caguas	6			3	8	1					

[illegible]

1 Packages.

**REPORT OF OFFICER DETAILED TO AUDIT ACCOUNTS OF
RELIEF WORK.**

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE OF THE JUDGE-ADVOCATE,
San Juan, August 23, 1900.

The ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: In compliance with instructions from the commanding general conveyed by letter from your office under date of July 25, ultimo, directing me "to audit returns of receipts and issues by persons who were charged with the issue of food to the destitute of Porto Rico who were sufferers from the effects of the hurricane in 1899," I have the honor to submit the following report:

The organization of the board of charities on August 12, four days after the hurricane, was the first step toward the work of relief. The details of this organization, with the plan of operations by which it received and distributed the enormous bulk of food stuffs, clothing, medicines, lumber, roofing, nails, and other material which was poured into the island from the United States with most lavish generosity, have been made the subject of exhaustive reports by Major Hoff, president of the board, and Major Cruse, receiving quartermaster. They therefore need no detailed mention here.

An examination of the returns and vouchers shows that the work as organized was well carried out.

The first issue was made on August 16, 1899, and consisted of beans and rice advanced or loaned from stores on hand in the depot and post commissaries. On August 19 the first consignment from the United States arrived by the transport *McPherson*, after which date supplies continued to come in for several months at intervals of five or six days.

The issue of beans and rice above referred to was returned to the Subsistence Department from supplies thus received by transport. All stores received through the chief commissary were properly taken up and receipted for by Major Cruse, who thereafter shipped them to relief stations on requisition duly approved by the board of charities. Distributing depots were established at convenient points; issues made to these depots were reported to the board by Major Cruse on semi-weekly returns. As the work progressed and became better organized these returns (after September 22) were rendered at the end of each week.

Army officers (and in some instances noncommissioned officers) were stationed at the distributing depots and returned receipts in duplicate for supplies furnished them. Issues were also made in like manner to the medical supply depot, the Women's Aid Society of San Juan, the Benevolent Society of Ponce, the Municipal Asylum of San Juan, and to planters and other private individuals, such issues being covered by proper receipts, which, with some exceptions noted below, are filed with the semi-weekly and weekly returns. From the distributing stations issues were made in smaller quantities to subdepots in charge of noncommissioned officers and intelligent privates, who in turn delivered the food direct to the people on ration tickets, which were filed as vouchers to their returns. (Attention is invited in this connection to the detailed statement of Colonel Nye, chief commissary, herewith inclosed, showing the total receipts and issues and money values thereof, aggregating \$831,480.16. This statement relates to supplies furnished by the United States Government, and does not include donations from private sources.)

The same system was followed in the distribution of supplies received from private sources, although in many cases such shipments were not accompanied by invoices nor even listed on the ship's manifest. In these cases the stores were taken up on the returns according to the marks on the packages, or where no marks were found contents were verified and weight estimated. In these cases notations were made explanatory of the absence of the invoice or of the incorrectness of the parcel list or manifest. Thus, in the column of remarks in the return for September 9 is found the notation: "There is no correct invoice of the *McClellan's* cargo. These figures show the amount supposed to be over."

An assorted cargo of flour, beans, herring, soap, clothing, lumber, nails, etc., donated by the citizens of Philadelphia, was brought in the U. S. S. *Panther*. Four thousand eight hundred and forty-seven parcels were counted out, the weights of which were estimated and taken on the returns as aggregating 1,631,620 pounds. In the urgency for relief at this date (September 4) time did not permit the opening of packages and verifying weights and contents. Later on the lists became more accurate, although in the case of clothing and medicines itemized inventories were not sent, such shipments being listed as "so many boxes of clothing," etc. Under these circumstances it was manifestly impossible to keep a record by weights and amounts with the exactness required for military supplies by Army Regulations.

The supplies, having once been landed, however, were all carefully stored and placed under guard, and all issues, except those of clothing as above noted and some issues of the Adjuntas district noted below, can be traced by means of the returns and vouchers from the general supply depot to the various districts, divisions, and subdepots.

The ration tickets contained a receipt which was generally signed by the recipient—though not in all cases—many illiterates signing only by cross mark or thumb impression. These tickets, numbering several millions, were returned with the vouchers and filed with the returns for examination and verification, if desired.

In some few cases discrepancies are noted between the invoices and receipts. These may be explained by the fact that issues were made at the central depot without breaking packages, resulting in a difference between the amount called for and the amount shipped out. Through these gains, and also through the receipt of stores without invoice or manifest, there was a considerable accumulation at the depot, which from time to time was taken up and duly accounted for. Thus, on September 3 there was taken up as "found at depot" 13 barrels herring, 5 barrels compressed food; on September 21, 1 barrel groceries; on December 4, 300,000 pounds beans, 100,000 pounds rice; June 7, 31,840 pounds beans; June 30, 74,246 pounds rice, and various other items in smaller quantities. In the Adjuntas division the returns show a total receipt and distribution of 277,610 pounds beans, 250,426 pounds rice, 80,282 pounds codfish, 12,600 pounds bacon, 16 boxes of clothing, and other supplies in less quantities. Major Cruse's returns check with these amounts except as to a shipment entered on his return for September 13, consisting of 9,155 pounds beans, 24,000 pounds rice, 15 barrels corned beef, 60 boxes hard bread, 1 barrel pork, 5 boxes tongue, 2 boxes compressed food, and 5 boxes of oatmeal. The only record of this shipment is the return of September 13, referred to, there being no invoice, receipt, or other evidence of its shipment among the papers. It is probable that these articles were entered on a requisition for Adjuntas and thus dropped as having been shipped. There is no record of any bill of lading covering

them. The accumulations in the storehouse in excess of issues and amounts dropped through wastage, and which were taken up as "found at depot," doubtless include these missing items of rice and beans. There was also taken up on June 30, 29 boxes of hard bread, which may be a portion of the 60 boxes above enumerated. The remaining items do not appear to be accounted for. As this was one of the early transactions in the relief work when there was still considerable haste and confusion, it is probable that these stores were issued without the formality of taking receipts.

Regarding the entire management of the relief work, considering its stupendous proportions, the character of the people to be succored and assisted, and the difficulties of transportation in reaching them, the returns and records indicate that it was conducted with business-like care and that the relief was honestly and intelligently applied.

Very respectfully,

A. C. SHARPE,
Acting Judge-Advocate.

Recapitulation of money values.

Purchases in New York	\$823, 027. 67	
Stores on hand, Department of Porto Rico	8, 452. 49	
		\$831, 480. 16
Distributed from San Juan	824, 828. 12	
Distributed at other points	6, 652. 04	
		831, 480. 16

Statement of cost of supplies issued to Porto Rican destitutes in the Military Department of Porto Rico from stores on hand from August 8, 1899, to November 30, 1899, by Lieut. Col. F. E. Nye, assistant commissary-general of subsistence, chief commissary, Department of Porto Rico.

Depot, San Juan	\$1, 800. 45
Post, Arecibo	171. 76
Post, Humacao	67. 23
Post, Aibonito	603. 58
Post, Ponce	5, 809. 47
Total from stores on hand	8, 452. 49

F. E. NYE,
*Lieutenant-Colonel and Assistant Commissary-General
of Subsistence, Chief Commissary.*

SAN JUAN, June 16, 1900.

Statement of articles, and quantities, issued from Ponce, Aibonito, and Arecibo to Porto Rican destitutes from August, 1899, to June, 1900, inclusive.

Hard bread	pounds..	60, 740	Flour	pounds..	19, 172
Beans	do	1, 249	Rice	do	977
Bacon	do	3, 720	Fresh beef	do	5, 504½
Tomatoes	gallons..	180	Tomatoes	3-pound cans..	286
Salt	pounds..	198	Hominy	pounds..	42
Coffee	do	1, 268	Peaches, dried	do	481
Prunes	do	484	Apples, dried	do	503
Sugar, C. L.	do	88	Sugar, granulated	do	24
Sugar, issue	do	2, 051	Baking powder	do	96
Salmon	cans	988	Soap	do	523
Pepper	pounds..	54	Milk	cans	48
Mackerel	do	326½	Potatoes	pounds	8, 533
Onions	do	2, 293	Vinegar	gallons..	115
Matches	boxes..	108			

Money value, \$6,652.04.

SAN JUAN, June 30, 1900.

Statement of articles and amounts of issues to Porto Rican destitutes from August, 1899, to June, 1900, inclusive, by Lieut. Col. F. E. Nye, assistant commissary-general of subsistence, chief commissary, Department of Porto Rico.

Bacon	pounds..	1,098,914	Hominy	pounds..	30,400
Hard bread	do	268,080	Crackers, milk	do	327½
Corn meal	do	5,900	Tongue, beef, 2-pound cans		2,268
Beans	do	8,695,916	Beef:		
Rice	do	14,483,966	Roast	pounds..	2,560
Codfish	do	2,868,498	Do 2-pound cans		368
Fish:			Do 6-pound cans		8
Hake	do	51,200	Corned	pounds..	15,953
Haddock	do	28,928	Boiled	do	21
Beans, baked, 3-pound cans		11,856			
Pease	pounds..	455,696			27,782,505
Oatmeal	do	15,258			

Money value, \$824,828.12.

F. E. NYE,

Lieutenant-Colonel and Assistant Commissary-General of Subsistence.

SAN JUAN, June 20, 1900.

GENERAL REVIEW OF ECONOMIC CONDITIONS.

On September 25, 1899, I had the honor to present a preliminary report of the relief work, in which was given an outline of organization, estimates of material, transportation, time, etc.

On November 30 I also submitted a report on the progress of relief up to that date, and some recommendations. As both of these reports may be of interest in a general review of the work, I venture to append copies of them hereto. (See pp. 768.)

ECONOMIC CONDITIONS.

Economic conditions in Porto Rico on August 7, 1899, may be said to have been in unstable equilibrium. An almost bloodless invasion had occurred, in which in the course of a few weeks, practically without harm to people and property, the sovereignty of Spain was substituted by that of the United States, and their military government was replaced by ours. The gentle outflow of money caused by the departure of the Spanish army and sympathizers was more than compensated for by what we brought, and all was as well as usual with Porto Rico until that fateful 8th of August. To be sure, food had been issued to the people from the military stores during the spring of 1899, and many thousands of them had been employed on public works, on account of lack of other work and consequent suffering, but I am persuaded that this is an old story in Porto Rico.

The value of all kinds of property here on that day may be said to have been not much less than \$100,000,000, which was mortgaged to the extent of \$10,000,000. The population numbered 960,000, or about 260 to the square mile, and nearly 800,000 could neither read nor write. Most of these lived in bark huts, and were in effect the personal property of the landed proprietors. When work was obtained, they received 35 cents for a day's labor, which they would invest in sugar, tobacco, coffee, rum, lard, salt, and occasionally clothing; when not, they continued to live on plantains, bananas, potatoes, and other so-called *fruta minora* of the country. They were poor beyond the possibility of our understanding, and if they were so fortunate as to have enough for the current hour they were content.

Of the 800,000 peons, more or less, 250,000 depended, directly or indirectly, upon the coffee production here.

The condition of the coffee industry was flourishing. Probably not less than \$25,000,000 was invested in it, and, exclusive of home consumption, \$3,600,000 worth of coffee was annually exported.

A promising crop, valued at \$7,500,000, was rapidly reaching maturity, giving work to thousands and sustenance to hundreds of thousands of the laboring classes, when suddenly in a night this crop was destroyed and the farms which produced it damaged to the extent of one-half of their value. Other industries and other properties suffered as well, but none to the extent of or with such far-reaching results as the coffee farms.

The hurricane of August 8, 1899, is not without precedent in Porto Rico. History records over thirty visitations of this character, but there is good reason to believe that none reached the proportions of this, and certainly none ever threatened so large a population. The actual conditions obtaining during the storm are impossible of description, and the immediate results are but barely recounted in the reports from all sources which are on file in this office. These reports are of the utmost value, for they are the statements of eyewitnesses, and in any account of this period of the history of Porto Rico can not be ignored. I have therefore quoted them in extenso.

It is an interesting fact that Porto Rico, though an agricultural and stock-raising country, does not produce sufficient food to sustain her population. There seems to be no reason for this, certainly so far as area is concerned. Of her 2,000,000 acres over 1,000,000 are used as pasture and half a million are estimated to be in swamps, woods, and barrens, so that practically 75 per cent of the area is uncultivated. It is difficult to realize that much the larger part of the food of a million people here is raised on little more than 100,000 acres; but such is the fact.

The following table, taken from the official summary of the commerce of Porto Rico, furnishes valuable information bearing on the food supply, which is emphasized by the fact that the population in 1899 must have been many thousands more than in 1895:

Leading articles of import during the years 1894 and 1895 as compared with 1899.

[Figures covering years 1894 and 1895 were taken from Bulletin No. 13, United States Department of Agriculture, Section of Foreign Markets.]

Articles.	1894.		1895.		1899.	
	Quantities.	Values.	Quantities.	Values.	Quantities.	Values.
Rice pounds	72, 674, 540	\$2, 226, 763	74, 145, 046	\$2, 271, 819	45, 657, 421	\$1, 090, 875
Wheat flour barrels	238, 794	1, 434, 075	170, 460	1, 023, 694	104, 492	456, 309
Hog products pounds	8, 678, 006	1, 139, 554	9, 706, 556	1, 274, 618	10, 858, 729	601, 912
Wines gallons	1, 139, 794	537, 967	1, 038, 484	431, 536	228, 785	141, 046
Vegetables, including pulse, pounds	18, 838, 826	509, 854	15, 633, 877	400, 660	3, 024, 140	223, 497
Cheese pounds	1, 322, 351	347, 289	1, 286, 178	337, 790	923, 468	116, 454
Canned goods do	563, 373	221, 938	453, 199	178, 536	-----	16, 955
Malt liquors and cider, gallons	137, 976	105, 299	139, 803	107, 243	-----	214, 071
Cotton fabrics pounds	5, 498, 534	2, 932, 921	3, 791, 411	2, 070, 667	-----	1, 585, 438
Fish do	26, 046, 046	1, 591, 865	30, 339, 905	1, 918, 107	18, 211, 327	634, 699
Wood and manufactures of	-----	1, 391, 766	-----	840, 511	-----	255, 509
Leather, and manufactures of	-----	877, 153	-----	711, 417	-----	460, 317
Tobacco, and manufactures of	-----	406, 617	790, 317	692, 333	-----	635
Iron and steel, and manufactures of	13, 541, 931	769, 860	11, 884, 866	658, 413	8, 812, 509	296, 994

Leading articles of import during the years 1894 and 1895, etc.—Continued.

Articles.	1894.		1895.		1899.	
	Quantities.	Values.	Quantities.	Values.	Quantities.	Values.
Fabrics of hemp, flax, etc., pounds	1,982,765	\$412,549	2,364,135	\$408,974	771,511	\$151,951
Machinery and apparatus, pounds	3,227,002	296,629	3,350,354	344,879	-----	191,600
Paper, pasteboard, and manufactures of	3,680,280	305,043	2,376,014	196,197	-----	165,715
Mineral oils, crude and refined	5,630,004	122,776	11,355,094	169,629	304,190	36,868
Cotton yarns and threads, pounds	166,610	145,856	177,013	154,964	121,814	67,082
Woolens	181,218	262,648	107,574	154,947	-----	123,195
Glass and glassware pounds	2,734,836	152,430	2,503,617	125,688	-----	55,029

The only available statistics as to the production of food crops is that furnished in a note dated December 15, 1899, from the bureau of agriculture, Porto Rico, in which it is stated that the annual production of corn in Porto Rico amounts to 18,000,000 pounds and of rice 10,000,000 pounds. No estimate is made of the production of potatoes, bananas, plantains, etc.

From the foregoing it will be seen that in 1899 there were received through the custom-house 78,949,577 pounds of food; add to which 19,093,811 pounds sent for the relief work up to December 31, and the total food importation for the year is found to be 98,043,338 pounds, against 134,735,221 pounds imported in 1895, when the home supply was normal and the population less. Under such conditions can anyone question the necessity for food distribution?

I will venture to add another table from the same source as throwing additional light upon this subject:

Leading articles of export during the years 1894 and 1895 as compared with those of 1899.

[Figures covering years 1894 and 1895 were taken from Bulletin No. 13, United States Department of Agriculture, Section of Foreign Markets.]

Articles.	1894.		1895.		1899.	
	Quantities.	Values.	Quantities.	Values.	Quantities.	Values.
Coffee	50,507,159	\$11,496,082	40,243,693	\$9,159,985	45,328,298	\$5,164,210
Sugar	106,723,699	3,169,895	132,147,277	3,905,741	99,160,233	2,670,288
Molasses	15,957,253	244,466	35,219,823	539,571	¹ 3,415,058	647,373
Leaf tobacco	3,369,616	619,474	3,665,051	673,787	3,313,534	331,729
Cattle	4,306	166,212	3,674	141,816	-----	² 852,167
Hides and skins	762,197	63,389	646,884	53,799	-----	71,975

¹ Gallons.

² Cattle are not shown separately; includes all animals.

It will be observed that nearly seven times as many cattle were exported and but a little over 3 per cent more hides, which, considering the increase in population, indicates that no more meat was eaten per capita than in 1895. The extraordinary exportation indicates not alone that prices were good, but also that the cattle owners feared the starving peons would not hesitate to help themselves to their neighbor's ox.

There never has been any doubt in my mind that since August last starvation has stared this people in the face, and food distribution

was absolutely necessary, but sometimes the thought has occurred to me that, liberal as the distribution was, there have been times and places where more food was needed than was received.

In spite of the temporary annihilation of the natural sources of food supply there was no lack of food for immediate wants for several weeks after the hurricane. On the contrary, there was even more food than usual, for the fruit, of which the trees were completely denuded, strewed the ground in every direction, and that which ordinarily would have proved a constant source of supply was there to eat or leave, with the assurance that in a few days it would no longer be available for edible purposes.

Based upon a canvass of the amount of food in possession of the merchants of San Juan August 10, 1899, it was estimated that there was in Porto Rico probably at least four weeks' supply of imported food available for the population, and that thereafter, unless there was some other reserve or further importation, in a short time thousands of people would starve to death.

The food vegetables raised here consist chiefly of beans, rice, corn, and potatoes. These are usually planted at the beginning of the rainy season—in May or June—and mature in July or August. There is a theory that crops will grow here throughout the year, but such certainly has not been the experience of the last year, which, however, was unusually dry, and during which, except in a few especially favored localities, all efforts to grow food crops have been futile.

The authorities were not slow to appreciate the immediate necessity for planting, and urged and assisted the people to do so. They required every planter who received relief supplies to plant for the benefit of each laborer a specified space with seeds of food plants, but very little resulted from these efforts, and thousands have been forced to subsist upon the roots and herbs which ordinarily fall to the share of the hogs.

A considerable percentage of the crops that had been gathered or were in the ground at the time of the hurricane, including the tubers, were lost—blown away with the destroyed houses or washed out of the ground to rot in the open.

Bananas and plantains furnish the *pièce de résistance* of the Porto Rican dietary. They grow luxuriantly everywhere, and the banana patch which is immediately contiguous to almost every shack more than takes the place of the vegetable gardens which accompany the cottages of our own thrifty farm laborers. An average sized bunch of bananas will supply sustenance to an ordinary Porto Rican family for a day, the laborer himself consuming two dozen bananas. It is no exaggeration to say that these two kindred plants furnish nearly one-half of all the food eaten by the entire population of this island, and there is no question that they were practically all destroyed to the roots on August 8 last.

The foregoing brief outline of food habits and food supplies will enable one to form some idea of what must have been the physical condition of the inhabitants at the moment of the catastrophe, what their resisting power was, and what was likely to result from a reduction by one-half of a dietary already ill balanced and meager.

A glance at the mortality statistics for the past ten years will show that the average death rate was practically 30 per thousand, increased in 1899 to 41 per thousand, due to the large number of deaths directly or remotely traceable to the hurricane.

Deaths of the past ten years.

Year.	Deaths.	Rate per 1,000.	Year.	Deaths.	Rate per 1,000.
1890	26,548	32	1895	25,600	29
1891	23,683	28	1896	24,001	27.7
1892	23,702	27.6	1897	30,556	34
1893	22,133	25.7	1898	33,350	35
1894	21,745	28.5	1899	39,918	41

In analyzing and localizing the death rate in Porto Rico it is found that there has been a marked increase of mortality in the mountain districts, in which are the coffee plantations. Here lives a considerable proportion of the population in abject poverty. As previously stated, the gross income of the entire family will hardly equal \$2 a week. What wonder then that the comprehensive term "anæmia" is set down as the cause of the death of thousands of these people?

To be sure more die than should, or would, if they had adequate medical attention, for part of their anæmia is due to a blood-sucking intestinal parasite; but a larger part is due to insufficient alimentation. In a word, the people are suffering from chronic starvation.

The problem that presented itself for solution on the 9th of last August may be epitomized somewhat as follows:

A population of nearly a million souls, not less than one-quarter of which was already suffering from chronic starvation, was in a single night deprived of more than half of the food it had to depend upon for the following year, with no hope of being able to supplement it from home sources. Of this population probably 800,000 were penniless.

Of these over 200,000 were dependent upon the coffee industry, which suffered far more than any other, and which was utterly unable to support its laborers, even in the half-starved condition in which they had heretofore lived.

The government which was called upon to meet this emergency was military, and its treasury contained barely enough to maintain it with the utmost economy. To be sure, no war existed here, but it was a period between war and a time when Congress would provide a civil government, and the interval had to be filled in by some recognized authority. Fortunate it was in most respects that a soldier held the reins here, for it was a moment in which quick and decisive action was necessary. But the limitations of a military government, the inability to provide pecuniary means, except by a forced loan, which under the circumstances was inexpedient or even impossible, left but one course open—an appeal for food.

The experience of the world teaches that in widespread disaster involving large communities, in which the question of starvation is of the first importance, employment for wages furnishes the most satisfactory solution.

The direct distribution of food, except as a last resort, is demoralizing and pauperizing. It invites to idleness and its attendant evils, and blocks the channels of commerce at the periphery.

All this was realized by the authorities here; but there was no alternative.

The only public work that, even under the best conditions, could be undertaken in Porto Rico was road building. To be sure, nothing is more needed, and public money, if there had been any, could not have

been better invested. But road building was an impossibility during the period following the hurricane. It was the season of torrential rains, when the heavens open and the waters deluge the earth—2, 3, or even more inches fall in a single short downpour—and nothing except the most substantial road construction can withstand its force. Road building was therefore out of the question, and food distribution was the sole alternative.

But what of the proprietors? What of the farms that had to be restored, the houses rebuilt, the thousand and one things demanding labor usually paid for by private means, obtained from private sources? So far as such means were available they were employed, exactly as they would have been at home or in other countries; but unfortunately the analogy ceases here.

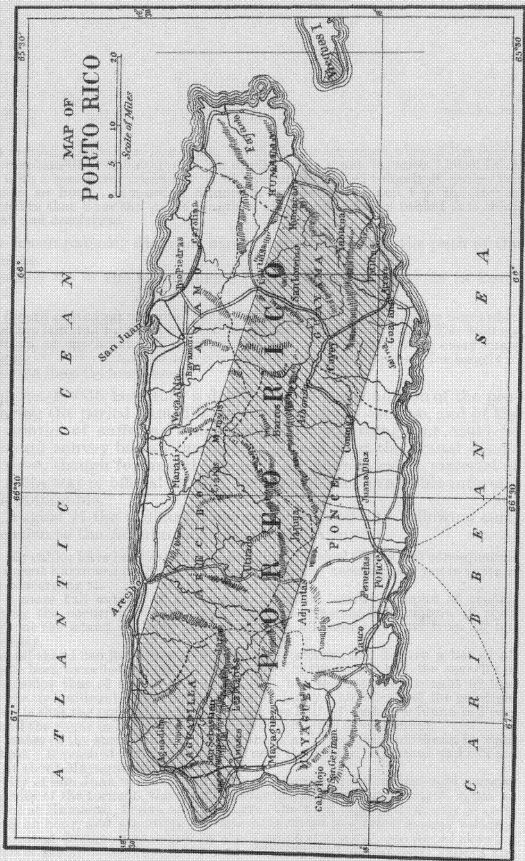
By General Orders, No. 18, series 1899, from these headquarters, the law of foreclosure was prorogued in the interest of equity and to save the agricultural industry from loss and ruin. At the time this order was issued (February 12) its effect was to place the business of the island in a state of suspended animation. The advice of Polonius, "Neither a borrower nor a lender be," was perforce literally followed, and perhaps no great harm would have resulted had the maturing crop been harvested. Unfortunately this was not to be, and the beneficent effort to protect the few weaklings has resulted in incalculable harm to the entire population, for not a dollar can be borrowed on realty security, and there is no other collateral.

The people were without available resources and without the means of getting any, food was destroyed, business paralyzed, realty deprived of its borrowing power, and the government without authority to negotiate a loan. What was then left to be done but to appeal to the charitable for help?

THE HURRICANE.

What happened in Porto Rico on the 8th of August, 1899, is known to all the world. The official weather report says: "Premonitions were not wanting." As far back as the 3d of the month the meteorological conditions had been peculiar. On that day calm was reported at both morning and evening observations. Between midnight of the 3d and 8 a. m. of the 4th there was recorded but 3 miles of wind, and from 6.30 p. m. of the 3d until 6.30 a. m. of the 4th but 4 miles. This unusual condition was spoken of at the time, but the next few days presented nothing unusual until the morning observations of the 7th, when indications became more marked. The barometer read, however, but 29.96". About noon of this date the sky assumed an extremely hazy appearance, and cumulostratus clouds were observed moving rapidly from the northeast. Every appearance pointed to a hurricane, and it excited no surprise when signals were ordered for the island, the center having been located east of Dominica. At this time the barometer read 29.91"; wind 12 miles, from the northeast. The mercury continued to drop rapidly until 3 p. m., when it read 29.86". The sky began to be covered with thick alto-stratus and stratus clouds, the former moving from the southeast, the latter from the northeast. From that time on the sky became more and more overcast, the barometer fluctuating between 29.78" and 29.80".

About 5.25 p. m. light rain began, which lasted until 8.15 p. m., to be resumed later during the night. At 10 p. m. the barometer began the downward course, which continued without intermission until the lowest reading was reached, 29.23" at 8.30 a. m. of the 8th. At this



time the mercury in the tube was "pumping" violently. It soon began its upward movement, which was rapid, 29.58" being reached by noon.

The wind reached no very high velocity until 2 a. m. of the 8th. From 10 p. m. (of the 7th), however, its velocity was extremely variable, coming in puffs of some violence and then diminishing in force. At 5 a. m. of the 8th it was raining and blowing furiously, both increasing until between 7 and 9 a. m., when the hurricane was at its worst, a velocity of 85 miles an hour having been reached. The report continues:

This is what happened at San Juan, which was on the upper edge of the storm. The center passed over Arroyo, on the southeastern coast, between 7.30 and 8.30 a. m., with a barometer reading of 27.90" and an estimated velocity of more than 100 miles an hour. It reached Aguadilla between noon and 1 p. m., having traversed in that time the entire length of the island, leaving behind it a track of death and desolation.

The accompanying diagram shows quite accurately the path of the hurricane.

Summed up in the terse official report of crop conditions in Porto Rico—

The month of August was very unfavorable for agriculture, both on account of the damage inflicted by the cyclone of the 8th and insufficient rain. The destructive effects of the hurricane were general, and fruta minora were everywhere destroyed. * * * A marked deficit in the next crop is anticipated, due largely to the drought since the hurricane.

I approach with hesitancy a description of the condition of the people during the period immediately succeeding the cyclone, and of the long months of suffering which followed. Anything that could be said would convey but an inadequate idea of what the actual conditions were, though fortunately there is an abundance of material at hand in the way of official reports, from which much valuable information is obtainable.

On August 17 the military governor addressed the following communication to the Adjutant-General of the Army:

SIR: My cables have been so full respecting the physical effects and consequences of the recent hurricane on August 8 that it is hardly necessary for me to write at length concerning it.

For a more full exhibit of the matter I submit herewith copies of reports respecting the occurrence from several of the commanding officers of posts throughout the island. I have now heard from all indirectly, and from all but one directly.

From all that I can learn concerning previous storms, and I have a list of all that have been recorded, no other in the history of the island had the severity of this one since that of the 2d of August, 1837, but the damage wrought by that storm was insignificant compared with this for many reasons, one of the principal of which is that the population then was not the half of that now found in Porto Rico, and the sugar industry had not yet attained large development.

The center of the storm track traversed the island from east-southeast to west-northwest. It reached the southern coast near the post of Humacao and left the island at about Mayaguez on the west.

The city of San Juan was near the northern margin of the cyclone and escaped the severity of the tornado, the wind velocity probably not exceeding 70 miles an hour, but at Humacao, Ponce, and Mayaguez the wind blew at a velocity of quite 100 miles an hour, and according to some estimations at a much greater velocity.

The greatest damage was caused by the flood of rainwater, one record showing 12 inches of precipitation in a few hours. This deluged all the main valleys and swept away everything in its track, while the wind sufficed to strip the trees of all semblance of foliage, to shake off nearly all the coffee berries, and to smash down all fruit trees and plants.

The appearance of the surface of the country now very closely resembles a northern region that has been swept by fire, for everything is brown and lifeless.

The quick response of the Department to my calls for assistance and the alacrity with which the charitable people of the States responded to the necessities of the unfortunate will save thousands of lives and make less difficult the recovery of the inhabitants than would otherwise have been the case, but no matter how much be given there is certain to be great and prolonged suffering.

There is not a road in the island, either steam or wagon, that has not been wrecked, and almost everything sent into the interior must be packed over the most difficult of improvised trails.

I have issued supplies from available army rations, and with the insular funds have purchased stock from local merchants, and so have relieved and am relieving the pressing needs that can be reached.

Concerning the ultimate industrial effects of the storm, I shall submit a further communication.

Very respectfully,

GEO. W. DAVIS,
Brigadier-General, Commanding.

At the time of the hurricane there were 12 military posts in Porto Rico, located at strategic points and quite generally covering the island. On August 11 the following order organizing the service of information and relief was issued:

GENERAL ORDERS, } HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 115. } *San Juan, August 11, 1899.*

For the purpose of ascertaining the exact conditions resulting from the recent hurricane obtaining in the various municipal districts, the island is divided into 12 inspection divisions, corresponding to the 12 military posts, each embracing the following-named municipalities:

I. SAN JUAN.

- | | | |
|-------------------|-----------------|----------------|
| 1. Bayamon. | 4. Luquillo. | 7. Rio Grande. |
| 2. Trujillo Alto. | 5. Rio Piedras. | 8. Fajardo. |
| 3. Loiza. | 6. Carolina. | |

II. HUMACAO.

- | | | |
|--------------|-------------|-------------|
| 1. Patillas. | 4. Maunabo. | 7. Yabucoa. |
| 2. Naguabo. | 5. Ceiba. | 8. Arroyo. |
| 3. Juncos. | 6. Piedras. | |

III. CAYEY.

- | | | |
|-----------------|-------------|------------|
| 1. Salinas. | 3. Caguas. | 5. Gurabo. |
| 2. San Lorenzo. | 4. Guayama. | |

IV. AIBONITO.

- | | | |
|-----------------------|------------------|-----------|
| 1. Sabana del Palmar. | 2. Aguas Buenas. | 3. Cidra. |
|-----------------------|------------------|-----------|

V. PONCE.

- | | | |
|----------------|------------------|------------------|
| 1. Juana Diaz. | 3. Barros. | 5. Santa Isabel. |
| 2. Coamo. | 4. Barranquitas. | |

VI. SAN GERMAN.

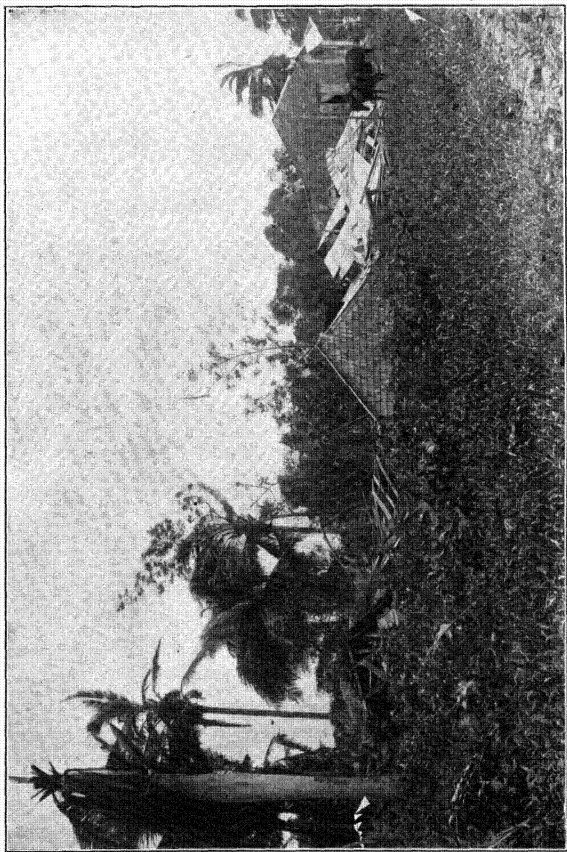
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|---------------|-------------------|-----------|
| 1. Cabo Rojo. | 2. Sabana Grande. | 3. Lajas. |
|---------------|-------------------|-----------|

VII. MAYAGUEZ.

- | | | |
|-----------------|------------|----------------|
| 1. Maricao. | 3. Añasco. | 4. Las Marias. |
| 2. Hormigueros. | | |

VIII. AGUADILLA.

- | | | |
|-------------|-------------------|------------|
| 1. Isabela. | 3. Rincon. | 5. Aguada. |
| 2. Mocha. | 4. San Sebastian. | |



RIO PIEDRAS.

IX. ARECIBO.

- | | | |
|------------------|-----------|-----------------|
| 1. Hatillo. | 3. Camuy. | 4. Barceloneta. |
| 2. Quebradillas. | | |

X. MANATI.

- | | | |
|---------------|---------------|---------------|
| 1. Vega Baja. | 4. Corozal. | 7. Toa Alta. |
| 2. Toa Baja. | 5. Ciales. | 8. Naranjito. |
| 3. Dorado. | 6. Vega Alta. | 9. Morovis. |

XI. LARES.

1. Utuado.

XII. ADJUNTAS.

- | | | |
|-----------|--------------|----------------|
| 1. Yauco. | 2. Peñuelas. | 3. Guayanilla. |
|-----------|--------------|----------------|

Post commanders are appointed inspectors of the respective divisions, and will at once send out an officer, noncommissioned officer, or intelligent private into each municipality to ascertain the extent of damage to houses and crops, the number of injured and sick and the number of destitute, the probable amount of food in the district and the points which demand immediate attention. These reports will be sent to these headquarters at the earliest practicable moment. It will also be the duty of the inspectors to supervise the distribution of such funds and material as may be sent for distribution to the poor by the board of charities, or other sources.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

Accompanying this order a letter of instruction and funds were sent out to the various post commanders, as suggested in the following:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 11, 1899.

ADJUTANT-GENERAL DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: In order to meet the immediate necessities I have the honor to recommend that \$1,000 be sent to each post commander for use in his inspection district.

Very respectfully,

JOHN VAN R. HOFF,
Major, Surgeon U. S. A., President Board of Charities, Porto Rico.

As was to be expected, most of the post commanders anticipated the request for information, as shown by the following reports:

POST OF LARES, P. R., *August 9, 1900.*

ADJUTANT-GENERAL DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: I have the honor to report that a severe hurricane visited this section on the 8th instant; no injury to any of the troops, and but few injuries among the civilians of the town. Much material damage, however, was done to buildings and crops.

Of the buildings used by troops the hospital was nearly all unroofed; the telegraph office and post-office adjacent completely so; commissary and quartermaster's storehouse and barracks were partly unroofed; headquarters office and officers' quarters were damaged as to front porch and roof by debris hurled against it from the house opposite, which was completely unroofed. Stable shed at corral was also unroofed.

With good weather this damage to buildings can all be repaired in a few days; work now in progress. Commissary and other stores were somewhat damaged by water; extent not yet known.

Every building in town was damaged more or less. The coffee crop appears to be nearly ruined, being beaten down to the ground and the berries thrashed off. The country is strewn with broken trees, and much fruit and vegetables have been destroyed.

The native huts were laid flat or made untenable, and the occupants sought shelter in stores and warehouses.

The storm lasted from midnight of the 7th until sunrise of the 9th instant. The

rainfall was tremendous even for this country, being continuous and heavy during the whole storm.

The telegraph lines went down during the night of the 7th. Repair parties will start toward both Utuado and Aguadilla to-morrow. No mail was received or sent yesterday.

Very respectfully,

HARRY R. LEE,
Captain, Eleventh Infantry, Commanding.

POST OF AIBONITO, P. R., *August 9, 1899.*

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, Porto Rico.

SIR: The storm is apparently at an end. It rained all night. All Government property totally destroyed. The town is almost a total wreck; not a house but what was considerably damaged or totally destroyed. The distress of the natives is simply appalling. We must have aid as speedily as possible; I am issuing my troop rations. Will send wagons to Ponce as speedily as possible, probably not before to-morrow. Whatever I may do in aiding the distressed people, I hope will meet with the approval of the department commander. The natives are without food, money, or shelter.

Respectfully,

H. W. WHEELER,
Captain, Fifth Cavalry, Commanding Post.

POST OF HUMACAO, P. R., *August 10, 1899.*

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO.

SIR: I have the honor to report as follows on conditions in this district. The worst reports are from Yabucaco. Ninety are dead and buried this morning. A large number are missing and a great number are wounded. There is a great scarcity of food and medical supplies. We have sent a doctor and some medicines, but no food. Yabucaco contains about 2,500 inhabitants, and is nearly destroyed. The walls of the church only are standing. From Vieques no very serious reports are received. Las Piedras no loss of life, but village is destroyed, except one house. The post of Humacao is destroyed and about 30 drowned and killed. Post of Naguabo destroyed, and no deaths; Naguabo loss not great. Humacao 80 odd deaths, and other conditions the same. In northern part of district loss seems to be less than here. I have no reports from portions south of Yabucaco. Norman H. North, a teamster in the quartermaster's department, formerly of Troop C, Fifth Cavalry, was drowned. His home is at Snow Hill, Md. I will have one lighter ready to receive freight from a steamer to-morrow, but not more than two wagons. Considerable work has been done on the road to Playa, and if we had wagons we could probably haul freight after to-morrow. The disaster to the fruit and crops seems to be very great. Notwithstanding the desperate condition of the people, it is hard to get work done. I had to force men to work on the road to-day, under guard, but with a promise of food and pay. A guard had to be sent with men working on the telegraph line also.

The chief of police gathered up laborers to work on the bakeries which are absolutely necessary at this time. I see nothing of the insular police. If they were under my orders I could use them and save my own men considerable work which may now be necessary. I have had requests to send troops to places where I know there ought to be sufficient insular police.

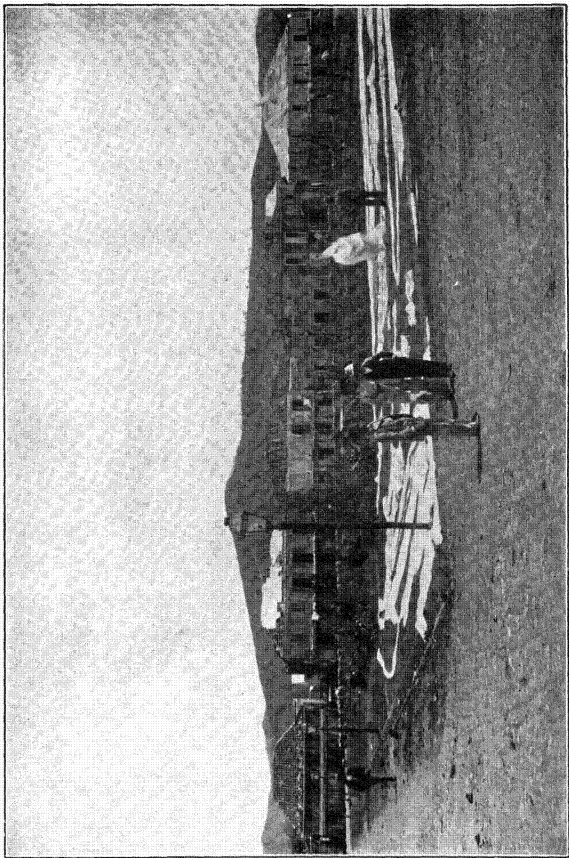
Respectfully, your obedient servant,

EBEN SWIFT,
Captain, Fifth Cavalry, Commanding.

CAYEY, P. R., *August 10, 1899.*

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO.

SIR: The more full the reports of the hurricane become the more serious the situation appears. There are reported dead in the town and vicinity from 25 to 50. The first estimate is almost entirely too low, and even the second may be exceeded. Everything has been destroyed, even the bananas on which these people rely as a



PLAZA, CAYEY.

last resource. They are now eating the green ones broken off by the storm, but they will only last a few days, and then the people will actually starve if something is not done to help them. The town is now full of homeless people begging food. The alcalde is doing all he can; he distributed a quantity of food to-day and will continue to do what he can to alleviate the horrors of famine which will surely ensue here if help does not come from abroad and quickly. From all reports that I can gather it would seem that three months is as soon as a new supply of food can possibly be grown here. If work could be provided of course it would be better, but where work is to come from with all the coffee plantations destroyed I can not see. I have employed all the men that could possibly work in cleaning away the debris of the barracks and hospital, but in addition have been overrun with applications for work and aid. Individual efforts do but little. If the intention is to rebuild here it should be started at once by giving employment to a hundred or two of laborers here. Ten times that many could be supported and charity would only be required for the women and children and the sick. I have the stable roofed again, and my men quartered in it as well as part of the horses. To-morrow we will put up the tents and arrange the men more comfortably. Thanks to the work we did in graveling around the barracks we have a model site for a camp, and I have material enough sent here for the construction of a new stable, to frame the floor of the tents, and hope in a few days to have my men comfortably in camp. When they are safely fixed up, I request that I be given authority to visit San Juan, to make personal report and confer with the chief quartermaster as to what is to be done at this post.

From my detachment in Guayama I hear that the town is partially destroyed as well as the seaport of Arroyo, a few miles distant.

The alcalde is a very active, energetic man, and is untiring in his efforts to relieve the distress, and I believe he can be counted on to faithfully assist in any effort at relief. The priest refused to allow the poor people to be sheltered in the church, and it took considerable diplomacy to make him change his mind. He finally did so, however, when I agreed to allow a sentinel to be placed in the church to see that no profanation took place. Incidentally I took great pleasure in telling him I would report just how he was conducting himself, etc. At last he was persuaded (?) to consent, but has done nothing else whatever to help the people either by sympathy or material aid.

It has been a fine day, and a number of roofs have been replaced, and the greater part of the town people will probably by a little crowding sleep under some sort of a roof.

I have lost three horses, so badly injured that they had to be shot, and three others are still unaccounted for. The rest have been gathered in, but in very bad shape; many of them being cut and bruised so as to be for the present unserviceable.

Reports up to this time give the total deaths as 34 yesterday and to-day. I hope that is all.

Very respectfully,

F. W. FOSTER,
Captain, Fifth Cavalry, Commanding.

MANNTI, P. R., August 11, 1900.
ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: I have the honor to report that on the 8th instant, at 8 o'clock a. m., a severe storm, in the nature of a tornado, struck this post and the entire district. At the commencement of the storm the wind was from the north, slowly veering to the southeast about 11 o'clock a. m., when the wind abated. Heavy rainfall from the commencement of the storm until about 8 o'clock p. m., from when until about 11 p. m., it rained in torrents. A great deal of damage was done in the town of Manati, principally unroofing buildings and destroying the poorer quality of houses. No lives were lost and only one injury reported. The roof of the quartermaster's store room was blown off, also roof of stables partially destroyed; no other damage to Government property except by water.

At Morovis the town was almost totally destroyed by wind. The church was blown down and nearly every house blown down or unroofed. Quarters occupied by the detachment unroofed and stables destroyed. No deaths so far reported from that district, but a number of persons reported more or less injured; one horse, Troop K, Fifth Cavalry, so badly injured as to necessitate its being shot. Rations and forage totally destroyed.

At Ciales considerable damage done by wind, principally to poorer quality of homes. Quarters occupied by detachment had roof blown off; stables totally destroyed, also forage and rations. Twenty-one deaths reported, but only three authenticated so far.

At Barceloneta poorer quality of houses destroyed, greatest damage being done by overflow of river, which was about three feet deep, leaving the town now flooded with drift. Railroad depot totally destroyed. Eight deaths so far reported, seven of which have been authenticated; two in the vicinity of Barceloneta and five, all belonging to one family, near Florida.

The coffee crop in all the districts is almost totally destroyed, not only the crop for this year, but the trees are torn up by the wind.

The sugar cane has been flooded and is now covered with mud and drift. Oranges, bananas, plantains, and nearly every kind of vegetable are almost all totally destroyed by water. Mr. Carleaf, the sugar planter, claims to have lost \$150,000 by the storm, others from \$20,000 to \$50,000. Sugar factories are badly wrecked, and nearly all of the sugar on hand destroyed by water.

The whole district is in a state of absolute destitution; the planters have no crop in prospect, nor have they any ready means, so can not give any support to the poor or laboring classes. I recommend, if possible, that work be given to this class on the roads, which are almost impassable, as the only means of preventing great suffering.

The telegraph line between this post and Ciales is completely wrecked. The railroad telegraph line is badly damaged from Barceloneta to Vega Baja; about one-half the poles will have to be reset and wire furnished before line can be repaired. The railroad depot and warehouse here are unroofed, and both here and at Barceloneta abandoned by the railroad company. Between here and Vega Baja track is in fair condition, only ballasting required in a few places. Between here and Barceloneta railroad bridge and three culvert bridges washed off foundations; track for about half a mile washed away; remainder of track, ballasting washed out in a great many places.

Consolidated report of damage done by the storm in the different municipalities will be forwarded as soon as received.

There is now twenty days' forage of grain and hay at this post, and thirty days' rations.

Very respectfully,

H. S. BISHOP,
Captain Fifth Cavalry, Commanding.

POST OF PONCE, P. R., August 12, 1900.

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

SIR: I have the honor to submit the following report of damages and consequences of the recent storm here in addition to report submitted on the 9th instant:

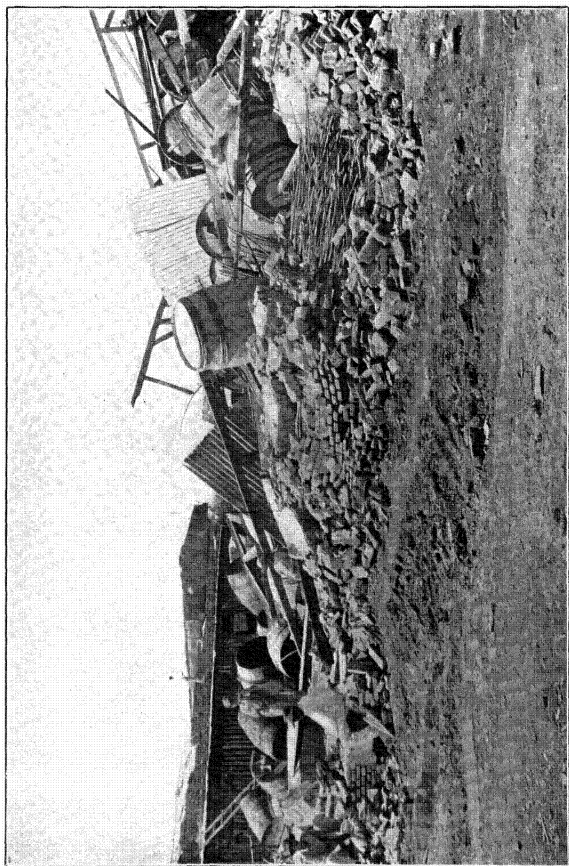
In the post as much work as possible has been done. Temporary roofs have been constructed over most of the five sets of officers' quarters to the north of Cuerial to protect the walls and afford shelter for officers' goods and officers' families living in these which are still habitable. The three sets of quarters to the south of Cuartel remain practically as left by the flood. As previously reported, these are uninhabitable, and their abandonment and removal as soon as practicable will probably be advisable.

The repair of the cavalry stables has been commenced and is proceeding as rapidly as possible. Under the direction of the quartermaster, the road to La Playa has been cleared sufficiently for the passage of wagons. Some of the iron from the roof of the wrecked subsistence storehouse has been hauled to the post and used for temporary roofs over officers' quarters, etc.

Communication with La Playa has been had since the 10th instant, first, by means of cable and boats, and later, when the river had fallen sufficiently, by ford across river. The damage to the depot commissary storehouse at La Playa is more than was stated in first report. The building is wrecked beyond repair; the roof fallen and mostly gone. The stores there are damaged and lost to a great extent, both by fresh and salt water; and while every effort is now being made to save those left, further deterioration and loss will, of course, follow to nearly all that are not issued and used immediately. A considerable amount of stores will have to be destroyed at once to prevent danger of disease.

A considerable amount of wood, coal, and forage at La Playa has been lost, but to what amount is still unknown.

The refrigerating plant of Swift & Co. has been repaired so that they are now



THE PLAYA, PONCE.

ready to store beef again. Sufficient water for the use of the plant can be hauled daily in barrels.

Other damages at La Playa not reported before are the wrecking of two sheds of the customs department, the unroofing of the third, leaving the frame standing, and slight damage only to the other shed.

In and about the city the loss of life is far greater and the damage fully as great as indicated in former report. Up to last night 117 bodies found in Ponce and the neighboring country have been buried in city cemetery here. A good many missing have not been found, and are supposed to be buried under piles of drift or carried to sea. The search is still going on.

The work on the aqueduct has proceeded, so that a little water came through the mains last night. Several weeks will probably be required for its completion.

About 500 men are employed in cleaning up the streets and good progress is being made. All serviceable wagons of the Quartermaster's Department that can be spared are being used to assist in this work.

Slight friction has arisen between the alcalde and the council and a few of the indigent and poorer classes. The alcalde and council are accused of negligence in failing to warn people of the approaching hurricane. On the afternoon of the 9th several hundred indigent natives, probably incited by a few evil-minded persons, unknown, gathered in front of the municipal building and demanded the abdication of the alcalde, accompanied by a few threats against him. This crowd was easily dispersed by the presence of the commanding officer and a small part of the troops here, without the use of any further display of force.

At a meeting of the city council, which followed the same evening, the alcalde and some of the council attempted to resign. The commanding officer took advantage of this occasion to protest against the introduction of politics in a question already serious enough and entirely foreign to matters political, and also against any change in the city government or the resignation of any official at this time. The alcalde has, however, virtually turned the city government over to the sub-alcalde, and it has been deemed necessary for the commanding officer to assume a general supervision only over the matters connected with the city. And at present the removal of any official or any change in the city government is not recommended until at least the question of alleviation of the suffering and improvement of existing conditions here is to some extent settled.

It is respectfully requested that this action and recommendation be approved and sustained.

Every effort is being made to preserve the best order throughout the city, as well as to assist the hungry and homeless.

The city has been covered with mounted patrols every night and the city hall and jail, as well as government property, protected at all times by guards. So far there has hardly been the slightest evidence of disorder other than described above, and there is no doubt but that the feeling at present among the poor people is strongly in favor of the Americans.

Reports have been received from detachment at Coamo. The roof of the building occupied as barracks is gone. One quartermaster's mule killed, another seriously injured, and a part of rations damaged. Other damages slight, but private property throughout town damaged to a considerable extent. Twelve days' rations have been sent them by pack trains.

Two thousand rations have been sent to commanding officer of Aibonito in response to his request. No further rations could be spared at that time until the extent of damage here was determined and whether further supplies for this garrison could be obtained at San Juan. Four thousand pounds of hard bread, somewhat damaged, was also sent for issue to starving natives.

Very respectfully,

ALBERT L. MYER,
Major, Eleventh Infantry, Commanding Post.

AGUADILLA, P. R., August 12, 1900.

The ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: In reference to the storm which passed over this place on the 8th instant, I have the honor to submit the following report:

The storm struck this city between 10 and 11 a. m., coming from almost due north and lasting until about 9 p. m. Between 1 and 2 p. m. the wind greatly abated, and this lull lasted for more than an hour, when the storm returned from the southeast, and, as I say, lasted until about 9 p. m. The damage here was

slight. Only a very few of the poorest houses were blown completely down, but the roof of nearly every house in the town was more or less damaged; some being entirely blown off. All of these roofs were either of zinc or, as in the poorer houses, of palm leaves, and are easily replaced. Most of them have already been replaced, and in a week's time the effects of the storm, as far as the houses are concerned, will hardly be noticed. It is impossible to say at present what is the actual money value of the property destroyed, but it is so slight as to be inconsiderable. The only cost for repairing the roofs will be for the labor for replacing the zinc, as most of the zinc blown off was uninjured and was picked up. As for the palm leaf roofs, they cost nothing to put them up in the first place, and will cost nothing to replace them. At present there is no suffering here at all—no more than before the storm—but it is reported to me that all the coffee and sugar and other crops have been destroyed in the surrounding country, and if this prove true, actual want will come later on. I have only heard from two of the neighboring towns, Moca and Rincon, and their alcaldes claim that great damage was done in both places, and that there is great suffering among the people. I have not visited these places as yet, but am inclined to think that these reports are greatly exaggerated. The alcaldes of the other towns have been called upon to report, but have not yet heard from them. Unless the destruction in the surrounding country is much worse than in this town, there will be no necessity for but little if any disbursements at the present time. I think it will be necessary later on, when the food gets scarce and the crops fail to materialize. There were no lives lost or serious injury that I have heard of. The zinc roof on the barracks occupied by the native detachment when they were here was partly blown off, but it was replaced by the men themselves in a couple of days, and is now as good or better than before the storm. No Government property was destroyed or injured to speak of. Business and everything else here is going on as if the storm had never happened. The only drawback is a lack of communication. There are no trains running between here and Mayaguez. I have heard that the bridge at Anasco is down, and all the telegraph wires are down. As soon as the other towns in this district are heard from, their reports will be forwarded. Take it "all in all," and from what we can hear from other places, this immediate district came off very light indeed.

Very respectfully,

SEABORN G. CHILES,

First Lieutenant, Eleventh Infantry, Commanding Post.

POST OF MAYAGUEZ, P. R., August 12, 1900.

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

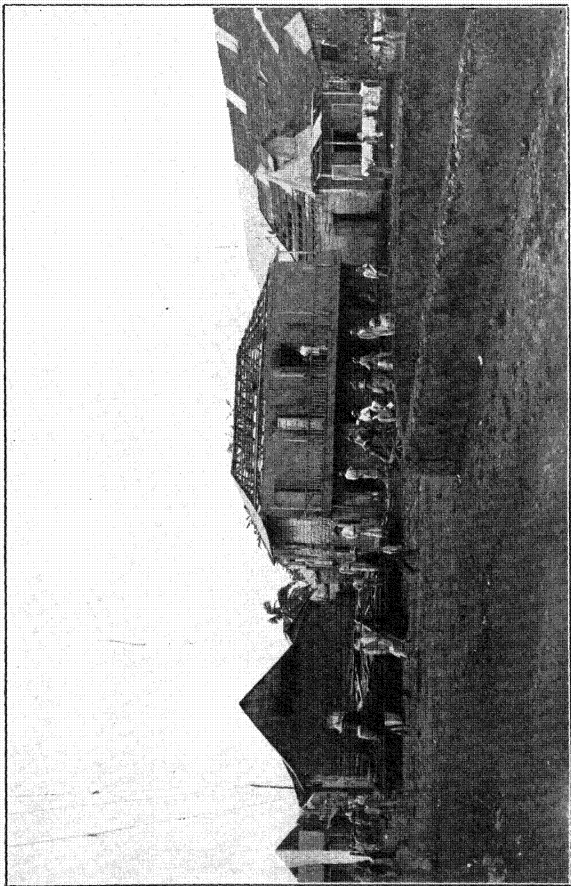
SIR: I have the honor to submit the following report of the results of the hurricane which visited the island on the 8th instant.

The storm lasted in Mayaguez from about 9.30 a. m. until about 10 o'clock p. m., the wind approaching at times a hundred or more miles per hour, as well as could be judged without the assistance of anemometers.

One of the new stables lately completed, and another almost ready for occupancy, were wrecked, the first not so badly but that it can be repaired; but the second will have to be entirely rebuilt, nothing but the stalls and a part of the galvanized roofing remaining for future use. The old car stable, which has been rented for public use since the arrival of the troops at this place, was so badly damaged that it is unsafe for sheltering horses. Unless the owners of the property will consent to make certain changes which have been suggested, the stable will have to be given up and a new one provided.

The barrack building, as might have been expected, suffered little damage, being too strong a structure to be injured very much by anything less than a violent shock of earthquake. Some portions of the galvanized roofing of the outer buildings were blown off and carried away, but the walls have suffered so little damage that they can be repaired at a slight expenditure of money and labor.

The hospital, although none of the exterior walls were blown down, was so badly wrecked that it is unsafe to occupy. One of the partition walls fell down, but fortunately injured none of the occupants of the room. All the piazzas, with their roofs, in the court of the hospital were converted into a heap of broken lumber and rubbish. An examination of the hospital walls shows that they are made of the thickness of one brick only, laid on top of one another, without binding from top to bottom, which fully accounts for the weakness. In my opinion, a new hospital



ST. CHARLES STREET, AGUADILLA.

will have to be built, as the present one, or the remains of it, are hardly worth repairing. The patients, of which there were 30, and the members of the Hospital Corps were made very comfortable in a new furnished room in the barracks.

Yesterday I was fortunate enough to hear of a large building in the city, in an excellent location, which had just been newly floored, painted, calcimined, etc., and after it had been examined by the post surgeon and approved by him I ordered it to be hired at a rental of \$72 per month. The sick will all be comfortably provided for in it by to-morrow.

Beyond the damage done by water entering through the holes in the roof, which is slight, the public property in buildings in the city was uninjured.

At the subpost of San German very little damage was done to public buildings or property.

In the city of Mayaguez a great many houses are deprived of their coverings when these consisted of galvanized iron.

Not a solidly built structure of any kind was blown down, but many houses occupied by poor people, especially along the seashore, were wrecked, some of them having been carried out to sea. Many brick walls inclosing private grounds were thrown down, which is not surprising, as the walls were old and made of only the thickness of one brick and not bonded.

Of the shipping in the harbor the steamer *Vasco* was run on shore to save her, and will undoubtedly be saved; the schooner *Concepcion*, having on board about 150 emigrants bound for Santo Domingo, was totally wrecked, every one on board, with the exception of one woman and her child, having been rescued. One other schooner was driven on shore, but will probably be saved. Not a life, except those of the woman and child named, has been lost in Mayaguez by the storm. Quite a number of people were injured by flying roofing and other débris, but none, so far as known, mortally.

Of course nearly all the electric and telephone wires and poles were thrown down and badly displaced. The electric plant will be in operation again very soon, and the telephone service will be resumed very soon. Although the streets have been lighted by only a few oil lamps since the night of the 7th instant, there have been no disturbances of the public peace worthy of mention. On the morning of the 9th instant the Mayaguez River overflowed its bank in the lower part of its course and flooded quite a large part of the business district, but soon receded again without doing a very great amount of injury to property.

Since the 8th instant all communication by telegraph or railway with the outside world has been completely cut off. The steel railway bridge crossing the Anasco River was torn from its piers and carried downstream several hundred yards. To replace it will probably be the work of several weeks. Meantime all traffic coming or going by rail will have to be ferried over the river. I have attempted to establish telegraphic communication north and south, but the wires, poles, etc., were so completely destroyed, for miles in places, that the necessary material can not be found to replace that destroyed. The line may be reestablished to San German and east of that place, if the necessary wire and poles can be obtained; but the line to Las Marias, Maricao, Anasco, and other places in this district all tell about the same story. Two-thirds of the coffee crop has been destroyed; the bananas, small fruits, and vegetables are almost a total loss. As the coffee crop is the main reliance for paying past debts and making future improvements, the business interests will be terribly affected. The laboring people, depending as they do so largely upon the bananas for food, will be soon in a condition of misery almost impossible to realize. Enormous areas of growing sugar cane have been flooded and almost buried by the overflowing streams or mountain torrents. As the owners of the sugar estates are generally men of wealth, they will not suffer so much, but it will take them some time to recover from the results of the destruction of their fields and large sugar mills.

At Las Marias the barracks occupied by the troops were almost entirely unroofed. The stable was completely destroyed. The detachment will probably be able to recover or replace enough of the roofing to give good shelter.

At Maricao little damage was done by the wind, but the river overflowed the banks and ran through the buildings occupied by the troops, and also their stable, and did a great deal of damage in the town and its vicinity.

In the hamlet of La Vega there was quite a loss of life, the total number of deaths amounting to thirty or forty. Some of the people were among the best known in this part of the country. Many of them while in their houses were washed down the hillside and carried away by the torrent, their bodies having been found miles away from their late homes. From the very best official information I have been able to obtain nearly 100 persons have lost their lives in or

about La Vega, Las Marias, Maricao, and Aldea Saenz. Corrected returns will more likely increase than diminish the number of deaths already reported.

I inclose herewith a copy of a report received to-day from Captain Schuyler, Fifth Cavalry, commanding San German, which gives much reliable information in regard to matters of general interest in and about San German.

The steamer *Longfellow* arrived here at 2 o'clock p. m. to-day. Your letter of August 11, 1899, to the commanding officers of Mayaguez and San German, respectively, authorizing each to disburse \$1,000 to the needy poor, were promptly delivered by the captain of the boat. The relief which will be given by this money will be greatly felt and highly appreciated, as I have already said. It is almost impossible to realize the misery and suffering to which the poor of the island will be subjected by the results of the late disastrous hurricane. It may be added that the financial condition of Mayaguez and the other towns in this district is such that it will be utterly impossible, with the best intentions in the world, for the municipalities to afford one-tenth part of the relief that will be demanded to prevent an almost incalculable amount of suffering and death from starvation. In my opinion, only an appeal to the sympathies of the charitably disposed people of the United States for aid in the way of food will save the island from the horrors of famine and possibly pestilence resulting from it.

To Dr. Groff, the secretary of the superior board of health of Porto Rico, whom I met on the dock on the arrival of the *Longfellow* to-day, I gave such information in regard to the number of people who would have to be fed, etc., as it was possible to supply offhand, which he will be able to put into your hands much earlier than I could.

This letter will be sent by courier to San Juan, in the hope that it may reach the destination within four or five days; but whether it will or not remains to be seen. So far I have been able to hear of no route which can be traveled without the possibility of the courier having to cut his way through the fallen timber, as did a detachment sent to Las Marias two days ago, the lately repaired wagon road being utterly impassable and the detachment being obliged to go by mountain trail.

Very respectfully,

C. C. C. CARR,
Lieutenant-Colonel Fifth Cavalry, Commanding Mayaguez.

[Inclosure.]

Yesterday I went to Sabana Grande, and to-day to Lajas and as far as Sur Vivas plantation, in the savanna beyond. At Sabana Grande I had a long talk with a group of headmen and planters. They estimate that the loss of coffee will be from 50 to 65 per cent, owing chiefly to the throwing down of the large trees. From what I saw to-day in the hills south of here I can well believe it. The chief loss to the sugar planters will be in the destruction of their buildings. There will be great destitution among the peons everywhere, as the bananas and small fruits and vegetables are almost totally destroyed. The towns of Sabana Grande and Lajas are not much injured, though in all buildings there has been damage by leakage and exposure. The worst thing for us seems to be isolation, owing to almost total destruction of lines of communication. I am trying to set up the telegraph lines both ways, but we lack proper implements, wire, and insulators. Wherever the lines crossed a river there is a long break and the wire totally carried away. I have sent a party to Yauco to try to get wire, etc., and work back from there.

It is reported that the railway from Yauco to Ponce is completely destroyed and the bridges gone.

I shall probably send a couple of men through to Ponce to-morrow to report upon it and establish communication with San Juan. We get nothing definite from that direction, only a general rumor of calamity. When the railway was built the Government ordered that the wagon roads competing with it be neglected, so now there is no road from Yauco to Ponce upon which freight can be carried. The wagon roads about here have been badly washed, but in many places the remains show a good foundation and show that the work done this year has been better than I supposed. I have an engagement to go on Monday with the municipal authorities in the direction of Maricao to see the condition of the coffee plantations. It is said the road is fearful, but I fancy we can pick our way over it. Meanwhile we repaired our damages and are calmly going on with our target practice and other work. We have had no rain since Wednesday morning, and the barometer indicates dry weather.

Very sincerely, yours,

W. S. SCHUYLER.

ADJUNTAS, P. R., *August 13, 1899.*

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

SIR: Since my report to you on the 10th instant I have received additional reports from Utuado and surrounding country. The loss of life has been terrible and the destruction of property great, both by wind and water. All the rivers have overflowed their banks to an extent heretofore unknown. The town of Jayuya, 1,500 inhabitants, west of Utuado, was destroyed by the river. The loss of life in the town and neighborhood is set down at from 250 to 500 persons (latter doubtless exaggerated). The entire town, excepting 11 houses, was swept away.

At Utuado the destruction of life in the town was about 15, but the number lost in the surrounding country goes into the hundreds—in one house near the town 11 persons were killed. The iron bridge at entrance of town is swept away, the cemetery partly destroyed by water, and the jail blown down and prisoners liberated. I can not communicate with Utuado except by messenger afoot. The roads and trails are utterly impassable for horses. I inclose report from the sergeant commanding the detachment at Utuado.

I think any assistance for Utuado will be better sent from Arecibo, although do not know the state of the road beyond Utuado.

I think by the 16th instant the road from here to Ponce will be open for pack mules. I have revised the opinion as to the repair of the wagon road. I do not think the work of repair will be so great as I at first anticipated. The greater part is good and repairs are needed only in places. With necessary authority I think I could put it in passable order in a few weeks.

In my last report I suggested sending part of the troops to Ponce on account of scarcity of forage for the horses. I presume, however, I can get on as well here as in Ponce. With some assistance from the quartermaster's department in the way of aparejos, etc., we can manage to pack sufficient rations and grain for men and horses. I think the troop is and will be necessary here.

If the department commander will let me go to work on the wagon road, I would like to get at it as soon as possible.

Very respectfully,

C. H. WATTS,
*Captain, Fifth Cavalry, Commanding.*ARECIBO, P. R., *August 14, 1899.*

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

SIR: I have the honor to report as follows on the condition of the districts of Arecibo, Hatillo, Canuy, Quebradillas, and Isabela, said report being made from a personal examination concluded by me yesterday:

GENERAL CONDITIONS.

The recent war, followed by a change in government and a reduction in prices abroad for island products, a loss of certain markets with no compensating gain, had naturally resulted in a lack of confidence in the pursuit of agricultural labors. The proprietors in the past year, therefore, planted much less than usual and sold less than usual. The confidence of this class was also impaired by the semipolitical attacks upon the Spanish proprietors in September and October last, when many houses were burned and fields robbed of their crops and cattle stolen.

Taxes, often from lack of means, have not been regularly paid, so that at present the treasuries of the various districts are without any means.

The peon class has received much less than its usual amount of labor, and has for some time been living on short rations, made up, generally, of the fruits that grow abundantly in the island, such as the mango, the cocoanut, the plantain, the aguacote, together with rice, corn, and beans.

The impoverished condition of the natives led to the employment by the insular government of multitudes on road work in the early part of the year. This measure afforded temporary relief and tided over the time until the coming of the rains inaugurated agricultural work.

Either from natural improvidence or the miserable wages paid in the island, increased, as such a condition of shiftlessness is by an eternally mild climate, the

laborer here never has any reserve capital other than his small stock of growing food.

The margin of safety against starvation is therefore a narrow one. Any check in the work or food supply precipitates suffering and hunger. For generations this people has been underfed, and, though a distinguished commission has reported in the past year, after a rapid tour of the island, that it was impossible to starve here, there can be no question but that anæmia, so apparent in the wan faces of the peons, is due to lack of nourishing food in the present and in the past. In short, this people frequently suffer from slow starvation.

The entire island has just received a severe shock to all of its industries in the form of the Dominican hurricane that passed over the island from east to west on the 8th of August, 1899.

The proprietors who were struggling along until better prices might be secured for their stored products lost, through the inroads of water and the falling of houses, not only a considerable portion of their goods in store, but many valuable houses and the machinery in them. This is especially true of the sugar planters, who occupied the lowlands subject to overflow.

The coffee crop, in berry, was shaken down and lost; the coffee trees were so much injured as to materially lessen the crop due in 1900. Fruit trees, upon which the poor depended for sustenance, have been broken and destroyed.

Corn and beans, also important food components for the poor, have been destroyed. Batatas (sweet potatoes) have, when planted in low ground subject to overflow, rotted in the earth. The houses of the better class, though generally withstanding the storm, have been shaken and injured. A large percentage of the huts of the poor have been leveled to the ground, and in the low river bottoms have been swept away with all the clothing, cooking utensils, and bedding of the unfortunate occupants.

Many cattle, horses, and pigs, with the smaller animals, have, in the low country, been swept away. Many houses disappeared with their occupants, overwhelmed by the rushing waters.

SPECIAL CONDITION, ARECIBO DISTRICT.

Great and unprecedented flood from the Rio Grande submerged all the lowlands south of town to the mountains some 5 miles away, and, extending east to Barceloneta, some 13 miles, covering some 65 square miles, ruined much of the growing cane, seriously injured many of the great haciendas, and destroyed and swept away small houses and entire families.

The alcalde reports that from 1,000 to 1,200 persons who occupied the low ground along and near the Rio Grande, from its mouth up to and in the gorge leading to Utuado, have disappeared.

The rise in the river was most sudden, surrounding houses in a moment and cutting off all means of escape except by boats, of which only a few were available.

This was on the afternoon of August 8. That evening and night a torrent of rain fell, and on the morning of the 9th many houses in the bottom lands had disappeared. The estimate of 1,000 persons missing I can not credit.

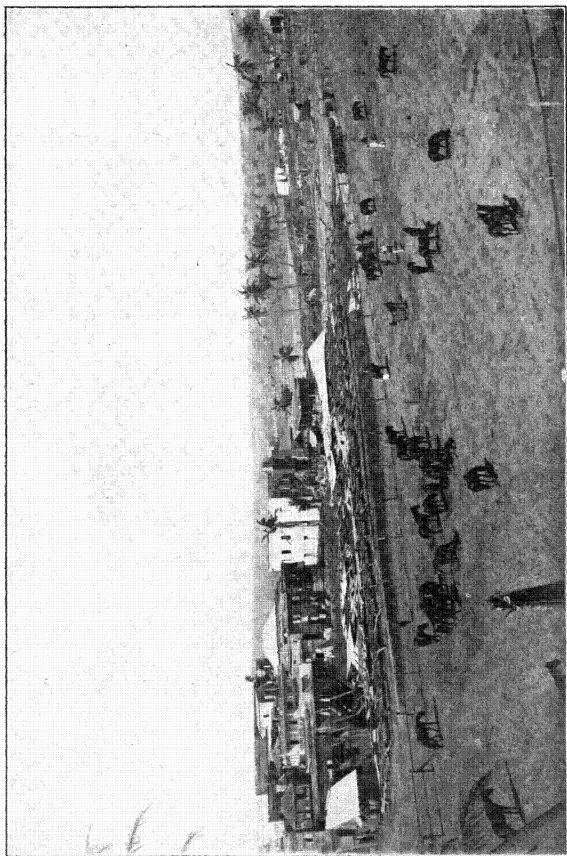
The number of bodies recovered and buried as the flood subsided is to this moment 43, but as the current was sweeping seaward very strong, it is apparent that the number of persons (bodies) recovered can not approach the number of persons drowned. About 200 families, destitute of homes, clothing, and food, are now in the town being cared for. The cane lands in the flooded districts have been much injured by the destruction of the growing cane and the deposit of inferior material on the rich black loam.

Fifty per cent of the small houses or huts through the district are blown down, and in many cases the clothing and other small belongings of the occupants blown away. Fruit trees, such as cocoanut, aguacate, mango, banana, pineapple, are broken and destroyed; damage, 50 per cent. Many cattle, horses, and pigs drowned and swept away seaward.

In the city itself many of the poorer houses are down and uninhabitable. One bridge across Rio Santiago is down and the other on the road to station much weakened and in need of repair. Large commercial houses in lower part of town are flooded, with much loss of stores of codfish, salt, coffee, tobacco, etc.

The life-saving station is blown down and destroyed. Minor damages to custom-house property easily repaired.

Custom-house boat reported as lost since recovered. The loss of life in the district is believed to be confined to the low ground south of town. It is possible 500 persons, though actually 43 bodies have been recovered.



UNITED STATES CAVALRY POST, ARECIBO.

Estimated loss, in gold.

Houses and crops	\$900,000
Number of huts in town	500
Number of huts down in country	1,200
Population of district	32,000
Persons to whom it is necessary to furnish rations daily	4,000

Rations recommended.

	Ounces.
Bacalao (codfish)	8
Arroz (rice)	6½
Chicharos (peas)	4½
Tocino (pork)	2
Asucar (sugar)	4
Sal (salt)	½

The total cost of such a ration in Arecibo is a little less than 10 centavos, or 6 cents American. Owing to the difficulty in supplying food immediately it was deemed best to furnish 1,500 partial rations from the military supplies, consisting of hard bread (which was, through moisture, rapidly becoming unfit for use), bacon, flour, beans, and rice.

The statement of military affairs here is as follows:

Men present for duty	65
Men in confinement	11
Men sick	8
Horses present	78
Horses absent	4
Quartermaster 4-line wagons	10
Teams for same	11
Pack mules	7
Drivers	11
Packers	2
Rations now on hand:	
Garrison, except fresh vegetables	4,500
No hard bread, but 200 rations of canned beef	2,000
Fresh vegetables, supply to end of month.	

Damage to military stores, buildings, etc.

Two cavalry stables blown down, wrecked.
 One quartermaster stable partially blown down.
 One cavalry horse drowned in flood.
 One cavalry horse badly injured; since died.
 Seventy-five halters and halter straps lost by horses of Troop A, Fifth Cavalry, after destruction of stables.
 Forage house in lower part of town flooded, resulting in loss of 50,000 pounds oats, 50,000 pounds hay.
 Seven framed hospital tents used by quartermaster employees blown down, torn, and rendered worthless.
 Two hospital tents used by post hospital blown down, torn, worthless.
 On hand, one month's forage.
 A considerable amount of clothing, belonging to enlisted men, in hands of wash-woman, was lost by flooding of lower part of town.
 An order was issued to the quartermaster to at once proceed to reerect one quartermaster stable and one cavalry stable from the material on hand, employing native labor, and limiting the expenses of this work to \$500. This measure was deemed actually necessary for the proper care and safeguarding of the Government animals.

HATILLO.

General conditions due to storm similar to those in Arecibo, omitting loss from flood.

Cattle and horses dead, 200; many hogs; plantain trees broken, ruined; new trees available in one year. Batata crop damaged, 50 per cent; tobacco in store (though wet), 10 per cent; cane (not much in district), 50 per cent; corn (about 50 per cent in store saved), 50 per cent; beans, 50 per cent; coffee crop lost for this year and much injured, say 75 per cent for 1900. One man wounded—leg broken by falling

tree. Number of houses of poor destroyed, 450. Population, 12,000. Number of people requiring food and some clothing, 1,000.

CAMUY.

General conditions, excepting flood, similar to Arecibo and Hatillo. Small parts, including grain, coffee, and batata crops, seriously injured.

Many small houses in district town, 450; alcaida unroofed, not habitable; one man injured, arm cut, flying tin; one man injured, struck by flying timber. Population, 14,000. Number of persons to whom rations and some clothing must issue, 2,500.

QUEBRADILLAS.

This district, though not a large one nor thickly populated, is on high, generally rocky ground, and is a very poor population. The loss to food crops is especially felt here. Number of small houses and huts down, 500. Population, 2,500. Number of persons in need of rations and some clothing, 2,500. One man injured by falling tree.

ISABELA.

On high, rocky ground; poor population. Houses and huts destroyed, say, 500. Population, 14,000; in town, 1,200. Rations needed for 5,000. No crops; no work. In all these districts the treasuries are without money and the local authorities can afford but little relief.

MEASURES TAKEN.

I have purchased in open market here food supplies at low contract prices, and issued on the emergency relief ration, noted in this communication, as follows:

	Partial U. S. rations.
To Hatillo.....	2,000
To Camuy.....	1,000
To Quebradillas.....	3,000
To Isabela.....	6,000
To Arecibo.....	1,500
Total.....	13,500

I have, so far as possible, seen personally to the issue of these supplies, and seen that each town has formed a committee of responsible and honorable persons who will see that rations are properly issued to deserving individuals. At the present writing there are on hand in this town for consumption the following:

	Pounds.		Pounds.
Codfish.....	13,000	Sugar.....	1,000,000
Peas.....	3,000	Salt.....	1,000
Rice.....	530,000	Flour.....	10,000
Pork.....	16,000	Beans.....	3,200

These supplies are not sufficient for any prolonged siege of famine, and must be reenforced promptly by sea. No more rations of the Government will be issued. The necessity for more salt is especially noted. Another article of food, cheap and desired here, is codfish.

COMMUNICATIONS.

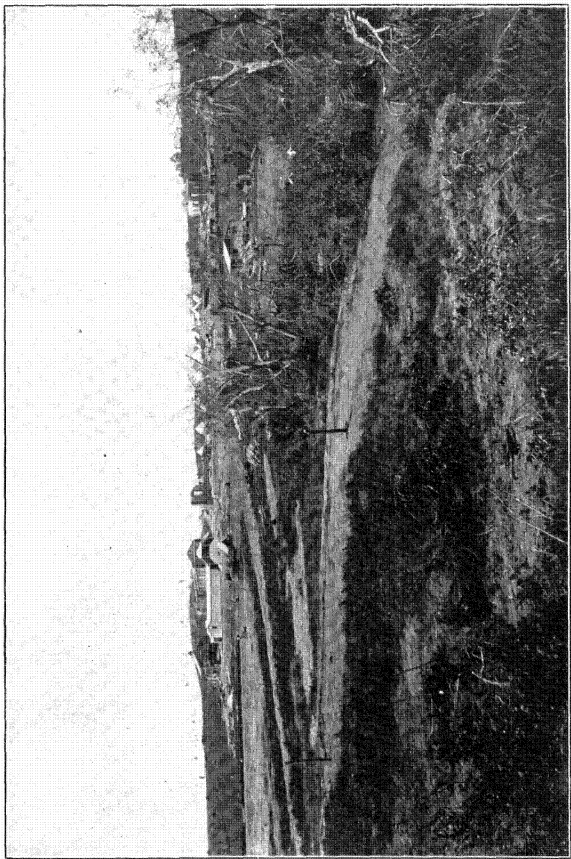
Roads.—The railroad bridge at Manati is reported as gone. A smaller bridge, the western one at river Grande here, is out. From this point west to Camuy, the terminus, the track is not seriously damaged, though one culvert is out some 5 miles west of here, in front of Mr. Abrell's house.

The river Arecibo, as well as the Manati, cuts all roads leading to the capital. These rivers are still swollen and difficult of passage. A flat ferryboat can be arranged here, if necessary, and I presume one at river Manati, on main road crossing.

The main road to Aguadilla is quite uneven and soft from sand, Arecibo to Hatillo. Beyond that point the road is good and practicable.

The bridges across Camuy and Guajataca rivers are in excellent condition.

One important culvert being much damaged at the Quebrada Guineo, some 3 miles west of Camuy, I made a contract to have it put in excellent condition for 60 pesos (\$36).



UNITED STATES ARMY POST, AIBONITO.

The main road from here to Utuado is badly washed and at present impracticable for all purposes. It crosses the river, which is still high, some seven times in reaching Utuado.

The new road Arecibo to Utuado, which passes along the slope of rocky hills on the west bank of the Rio Grande, though not practicable for wheels, can be used by pack trains, but with difficulty.

The road from Lares to Arecibo is never practicable for wagons on account of the deep rocky gorge of the Camuy River and rocky ground from there into Lares, some 12 miles. The Camuy River at this gorge is up, but can, I think, be now safely forded. The complete new roads can be used for pack animals, but is heavy in some places from clay.

Telegraph lines.—The telegraph lines everywhere are broken down. I have parties out and expect the line from here to Isabela will be in working condition by the evening of August 15. Upon the return of my parties the wire will be repaired to Barceloneta. I shall expect the commanding officer of Manati to put the wire in shape east of Barceloneta, and the commanding officer of Isabela to repair the line from Isabela to Aguadilla.

Some 300 yards east of the Guajataca River, which is about $2\frac{1}{2}$ miles west of Quebradillas, the launch *Willie*, of New York, is wrecked. She is a new, strong boat, but is "stove in" on port side forward and on port side aft. The rocks have pierced her bow as well and passed through her bottom. The deck was separated from the timbers on the port side. The boat is fast upon the rocks. I consider her a total wreck, and believe, if repaired, she could not be floated. One anchor and chain I shall endeavor to save and bring to Arecibo.

The sanitary condition of Isabela, Quebradillas, Camuy, and Hatillo is entirely satisfactory. At Arecibo, from the amount of flooded district, an evil smell may be noted when south of town. This comes from decaying vegetable matter. The prevailing breeze blows this bad air away from the town, and I apprehend no evil results. But, as a wise precaution, the alcalde is having all that part of the town that was flooded cleared out and will then wash it with his fire engine. The conditions here are good, and unless people are weakened from famine I see no reason to look for unusual sickness.

Your order of August 11, 1899, placing in this jurisdiction Barceloneta and removing it from Isabela, is just received. The plain country lying between the rivers Grande and Manati is a great swamp, bounded on the south by the railroad and on the north by a range of low hills, separating it from the sea. In the time of flood this section discharges its waters into the Arecibo River, near its mouth, by the Cano Tihurones, and similarly into the Manati River by the extension of the same water way.

There is a fringe of houses along the coast hills, and also along the hills just south of the railroad. The small town of Barceloneta lies on a little higher ground, east of the true swamp, and on the west bank of the Manati River. There are two good roads connecting this town with the town of Barceloneta, one lying along the coast and one just south of the railroad; but it is not practicable to use these roads for supply of that town, as the river Arecibo is not passable for wagons at present. Without definite knowledge I should imagine Manati might supply Barceloneta by wagons to the bank of the river Manati, very near the town. These supplies could be crossed in boats to that town.

A committee has just reached me from the town of Utuado with a most appalling story of death, hunger, and suffering. They state that some 1,500 persons in the jurisdiction have perished and that to-day the food supply is gone and starvation stares them in the face. They state that the road to Adjuntas is impassable and the road to this town, Arecibo—only fit for packs—is difficult. I expect to send medicine and provisions to Utuado to-morrow morning on pack animals.

The population of that district being 40,000, the supplying them with rations from this point will draw heavily upon the food supplies here. Counting upon Isabela, which has been supplied from here thus far, and Utuado, the population drawing food from here will be something over 125,000 persons.

The daily supply to this number will require not less than—

	Pounds.
Of rice	60,000
Of peas	40,000
Of codfish	60,000
Of sugar	30,000
Of salt	15,000

And though the relief rations will now meet these figures, the supply of food here available will be rapidly reduced. I suggest that a shipload of supplies be sent here without delay.

The firm of Roses & Co., the largest dealers here, have to-day ordered a supply of salt from their agents in San Juan. I think, after this, codfish is the article most needed, as the supply of rice is fairly good.

I received to-day an order to send Lieutenant Valentine, Fifth Cavalry, and certain enlisted men to San Juan to appear as witnesses in a court-martial case.

I have ventured to retain Lieutenant Valentine here a few days, as I can not properly leave this station to attend to necessary business in the absence of my only lieutenant. It is very probable that I will proceed in person to Utuado to-morrow, the 15th instant, returning August 16, to personally examine into the truth of the alarming reports received from that point. If I find the situation as reported, I shall endeavor, with native labor, to improve the road from here to Utuado, with a view to supplying that town from Arecibo.

In the meantime over 3,000 rations will be sent there to-morrow, with medicine and dressings for the 300 men reported as wounded and in need of surgical aid.

Upon my return from Utuado I shall visit and inspect Barceloneta. The following plan has been adopted for relief work:

- A. Clear communications.
- B. Bury bodies, animals.
- C. Issue food, medicine.
- D. Erect shelter.

(A) Alcaldes to send out parties of peons to open roads through district, so as to reach distant barracks. Employment to be given to men not being fed by charity; pay, 50 centavos. Employment to those being fed by charity, 25 centavos. If they do not care to work, remove name from ration list. Man in charge of road to receive 1 peso daily. Secure tools from quartermaster and from chief quartermaster at San Juan.

(B) Bury immediately when found all bodies of animals and other bad-smelling matter. Bury all corpses when and where directed by recent rules adopted by city council and board of public health.

(C) Establish main ration depot in town, with branch depots in outlying districts. At main depots list all supplies received; determine amount of supplies for one ration; keep full account of all supplies to branch depots. At these small depots keep full list of all persons supplied, together with amounts of rations issued them.

(D) Find out from carpenters the cost of repairing houses and cost of putting up small cheap shelters against bad weather. As soon as roads are passable and some shelter is available, persuade all persons to return to their homes and plant such food plants as may quickly produce corn, batatas, and beans.

(E) Report to health officers all cases of sickness, so they may be properly attended to.

A lieutenant of insular police came into town last night from Utuado, and reports that the only road I can take pack animals into Utuado by is to leave Arecibo by Lares road, following this until near Pajorit, thence southwest to barrio Aibonito, barrio Angeles, and easterly to Utuado. He reports that all roads down Rio Grande Valley are absolutely destroyed.

If the Utuado-Ponce road be not repairable, and it becomes necessary to supply Utuado from Arecibo, a 50-mule pack train here will be much needed.

I inclose a few photographs of the flood at Arecibo, and shall endeavor to take some views on my trip to Utuado.

The hurricane has been a most disastrous affair for the island, and its evil effects will be felt for years. At present the crying need is food, shelter, and clothing.

The first requisite is being attended to: regarding the second, lumber, consisting of boards, small scantling, and nails and shingles are necessary. Any quantity of this material could be used to advantage throughout the island.

If there is any duty on this material at present, I trust it may be removed.

As regards clothing, calico for the women and some sort of drill for the men is all that is essential.

Very respectfully,

A. C. MACOMB,

Captain, Fifth Cavalry, Commanding Post.

POST OF MAYAGUEZ, P. R., August 15, 1899.

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

SIR: I have the honor to report that on the morning of the 12th instant I sent a sergeant and one private from this place with a report of the results of the recent hurricane, as far as I know, with orders to reach you at San Juan as soon as pos-

sible. If they have been successful in their attempts to get across the country by trail in spite of the fallen timber and other obstacles they should reach San Juan this evening. A verbal report was also sent by Dr. Groff, secretary of the Superior Board of Health, who arrived here on the *Longfellow* on the 11th instant and continued his journey the same day to Ponce. To-day Captain Williamson, Quartermaster's Department, reported to me, having arrived from Ponce last night, and left this afternoon for Aguadilla by chartered schooner. By him I also sent such late information as was considered of value. This evening at 7 o'clock the *Slocum* arrived in port, and as it leaves for San Juan this evening at 11 o'clock I send this by Captain Shemson.

In regard to the losses suffered by the hurricane of the 8th instant there is little to report beyond what was given in my first. In that I informed you that there were but 2 lives lost in Mayaguez, those of a woman and a child drowned in the harbor. They belonged to the party of emigrants that sailed from San Juan for San Domingo. Many of the houses in Mayaguez were deprived of their galvanized-iron roofs, but not a single solid structure was blown down, although many huts and frame houses along the beach were destroyed or badly injured. The houses and sugar mills in the surrounding country were unroofed and otherwise injured very extensively. The Anasco River overflowed its banks, carried away the steel bridge belonging to the railroad company, and destroyed thousands of dollars' worth of growing sugar cane. The banana and coconut trees were in many cases entirely destroyed, and in others ruined for a year or more to come. The coffee crop has been almost destroyed throughout the surrounding country, it having suffered the worst injury from a hailstorm which beat down upon the trees about 8 o'clock in the morning of the 9th instant, the plants looking as though they had been burned by fire.

The barracks in Mayaguez suffered but trifling damage. Two new stables were blown down, and one old one, rented from the street-car company, was about half blown away. Unless the owner can be induced to make extensive repairs it will be unsafe for horses to be kept in it.

The military hospital was so badly damaged that the patients had to be moved to a large room in the barracks, where they were made very comfortable. A very large and commodious building, newly floored and painted, was fortunately found for rent, and has been rented at a cost of \$72 per month for as long a time as it may be needed. It is a very desirable location, and has many advantages as a hospital over the one injured by the storm. Whether it will be worth while to repair the hospital or not is a serious question. Nearly all the walls have a thickness of only one brick, unbonded from top to bottom, and consequently liable to topple over at any time if shaken by an earthquake or a heavy wind.

At Las Marias the barracks were entirely unroofed and the stable destroyed. The troops have been made comparatively comfortable for the present. The town was badly wrecked and some lives lost in the vicinity by drowning. At Maricao the river overflowed its banks and ran through the buildings occupied by the troops, and flooded the town in places. Some 14 persons are reported to have been drowned in the vicinity of Maricao. At La Vega the loss of life was greater than at any other place in this district, the number of deaths by drowning amounting to 33, among them some quite prominent people. The whole number of lives lost in this district by the hurricane, according to the best information I have been able to obtain, will not exceed 100, and may not amount to that.

San German suffered very little in the destruction of life and property. Such damage as was done to the building occupied by the troops can be repaired at slight cost. I am happy to be able to report that not a soldier or horse has been killed or seriously injured at any of the places occupied by the troops under my command.

All communication by telegraph, railroad, and wagon road, except that to Yauco by wagon road, has been cut off and remains so. The telegraph line to San German, which is being repaired by soldiers, will probably be in operation to-morrow. So much telegraph wire has been washed away that it will be very difficult to repair lines unless a supply of wire be sent here. It can be bought here if authority to purchase be given. The old poles have been so badly broken that but few of them can be used again. One or two bridges on the San German road have been either partially or wholly carried away, and in one place the solidly macadamized roadbed has been washed out for more than a hundred yards, so that the main bridge over the river can not be crossed.

The destruction of the coffee crop, upon which most of the planters here founded their hopes of paying their taxes and other debts and obtaining their necessary capital for future generations, is a blow from which the island will not soon recover. The loss of the bananas and small fruits, upon which the laboring classes principally depended for subsistence, will produce an amount of misery almost impos-

sible to realize. Now that they are living on those articles which have fallen to the ground, they are not suffering so much perhaps, but after their supply has been exhausted and can not be renewed the real pinch of hunger will be felt, and the suffering will be appalling.

Granted that relief will be afforded from the United States, the great problem will be to distribute the food so that it shall reach the needy and be given to them in such a way as to neither pauperize them nor deprive the planters of their usual help. Most of the homes of the agricultural laborers are in places almost inaccessible to any but pedestrians.

Should the people be brought to some central points designated in the different parts of the districts to receive food, they will pass a great part of their time in traveling to and fro, which will be so much to be deducted from the time they should give to labor and wage earning. It seems to me a system that would give a certain amount of wages and board (rations) to the men for work done on public roads or other works, if such a one can be devised, would go far to prevent the growth of the idea that men are to be supported and encouraged in idleness by the generosity of the Government. In such a scheme, while the board (rations) would maintain the laborer and keep him in condition to work, the wages would enable him to support his family.

The money which the department commander was considerate enough to transmit to me, before he could possibly know anything about the situation here, will be disbursed strictly in accordance with his instructions; but I am very much afraid that the placing of this money in the hands of the heads of families may result in its being spent for rum or squandered in gambling and the helpless women and children left to suffer. To intrust it to the officers of the towns would entirely defeat the object of the fund, as is well understood by those familiar with the customs of the country.

I have been asked by some ladies of the relief society organized here to-day at the request of some of the Porto Rican ladies belonging to the association, to use my best endeavors to prevent any relief supplies that may be sent here from being placed at the disposal of the mayor or council believing as they do that such supplies should be controlled and disposed of either by the military authorities or the Red Cross Society in order to prevent a misuse of them.

Very respectfully,

C. C. C. CARR,
Lieutenant-Colonel Fifth Cavalry, Commanding.

POST OF MAYAGUEZ, P. R., August 18, 1899.

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: I have the honor to report that a messenger arrived here at 4.30 yesterday afternoon from Ponce and delivered to me the following communication from your office viz:

Department of Porto Rico, August 9, 1899.

General Orders, No. 115, Department of Porto Rico, August 11, 1899.

Notice, Department of Porto Rico, August 14, 1899.

Letters of August 11, 1899, Department of Porto Rico.

Letters of August 14, 1899.

Circular letters of August 19th, 1899.

General Orders, No. 117, c. s., Department of Porto Rico.

The orders for the commanding officer of Aguadilla and San German were forwarded to them by special messengers yesterday evening as soon as they could be got ready for their respective journeys.

I have already made all the preparations possible for the reception of relief stores expected, and the necessary arrangement for their prompt distribution. The pack train of 42 mules at Las Marias I sent for last night, and it will be of immense service in distributing supplies throughout the country where it is impossible for wagons to go.

A woman's relief society was organized here some days ago, composed of army officers' wives and ladies of Mayaguez, and they have already done good work in making clothing for women and children and furnishing work and wages to needy women.

The suffering for food in Mayaguez and its vicinity is not so great as might be thought, for the town was not very seriously damaged, and the repairing of such damages as did occur has furnished employment to carpenters and other laboring

people, who have been for a long time unemployed. Of course there will be many people who will have to be fed for a while, but the number of these in Mayaguez in proportion to the whole number in the district, including Anasco, La Vega, Las Marias, and Maricao, is comparatively small. La Vega is a barrio or ward of Mayaguez, and, although a hamlet, the loss of life, principally by drowning, is reported to have amounted to 33 lives. The destitute in the village and its immediate vicinity number about 200. Anasco, although the center of a large sugar industry, appears to have been badly managed for some years past, and now that it has received this additional and expensive blow it is in a very bad condition indeed.

The mayor, feeling himself unable to compel the council to do anything to relieve the situation, tendered his resignation. A committee of citizens sent a petition to me to ask that I send an army officer to take charge of the mayoralty, which request I promptly refused to grant—first, because I considered it contrary to good public policy, and, second, because I had no officer to spare for such a purpose.

The town of Las Marias was generally wrecked, and as the village already owes about 20,000 pesos, it can obtain no money to help the needy citizens in repairing the damage done, paying the police, maintaining lights, etc.

The rural population about Las Marias has been in a poverty-stricken condition ever since I first heard of the place, and will require a considerable amount of supplies to put the people in a condition to undertake work of any kind.

Maricao, from the very best information I have been able to obtain, has been for years the victim of officeholders, who have either so managed affairs in their own interests, or mismanaged them as regards the interest of the public, that the distress at present existing among the laboring class must be very great and in need of immediate relief.

Hormigueros, since last year, when it was annexed, on petition of the property owners, to Mayaguez, forms a barrio of the latter, and, so far as relief work is concerned, is included in it. Whatever distress there is must exist among the people living on the sugar and coffee plantations, for what is known as the town of Hormigueros consists of a few houses only, collected about the church.

In view of the urgent instructions of the department commander to see that no one is allowed to actually suffer for want of food, and seeing that the relief supplies promised have not yet arrived, and may not arrive for a day or two, I have taken the responsibility to order the immediate distribution among those without food of a portion of the hard bread in the commissary here. Of this there is more than 9,000 pounds, which was submitted to a board of survey some months ago. The board recommended that it be submitted to the action of an inspector. After having it examined myself, and finding that only a part of it was affected, we directed that it be kept, and when issuing it, if a box was found unfit for use, it be set aside and then inspected, instead of having it condemned all at once. The bread was inspected again to-day, with the following result: Twenty-five hundred pounds of old square crackers are in fair condition; the remainder consists of small crackers in pasteboard boxes, in good condition.

The portion which I have ordered issued to the poor is the 2,500 pounds of square crackers, which are not needed here and will probably spoil if kept in store.

I have already sent some of them to Anasco; the others will go to La Vega, Las Marias, and Maricao by pack train to-morrow.

I have ordered this issue—or distribution, rather—for the reasons given, and with the belief that it will meet with the approval of the department commander. It is the only means I have of relieving the actual suffering of women and children.

The telegraph is now in operation between here and San German, and will be working through to Ponce to-morrow evening. Work will begin on the telegraph line between Mayaguez and Aguadilla to-morrow morning. According to the latest reliable information, much of the wire and many of the poles on that line can be used again. The wires to Las Marias will, I think, be in operation again within two days.

I have heard nothing directly from Sergeant-Major Zimmerman, sent with one man on August 13 with my official report to you of the condition existing here after the hurricane. Some one reported that he (Zimmerman) had been seen north of Lares struggling with the difficulties of the deep streams and obstructed trails in his effort to get through to San Juan, but the report has not been verified.

This letter will be sent by currier via Ponce, as the most direct and practicable route known at present.

Very respectfully,

C. C. C. CARR,
Lieutenant-Colonel, Fifth Cavalry, Commanding.

Since the departure of the currier for Ponce with the original of this letter the *Longfellow* has arrived in port, and this will be sent by her.

P. S.—I inclose a telegram just received from Captain Schuyler, the first to pass over the reconstructed line, showing the condition of affairs at Cabo Rojo:

"The wire seems to be connected for dry weather. Rode to Cabo Rojo this morning. That district did not suffer much, but I did not see it all."

SAN GERMAN, P. R., *August 17, 1899.*

COMMANDING OFFICER, *Mayaguez, P. R.*

SIR: I received the order last night about the issue of rations, etc. I find I have pretty well anticipated them in what I have done, having ridden over most of the division myself and having begun the organization of committees on the principle of boards of charities. From what I can hear from other parts of the island, I judge we are very fortunate here. The most serious loss is on the crops of bananas and other small stuff usually depended on for food supply. This is a great coffee country, and the damage to the plantations will take four or five years to repair, being chiefly in the destruction of the shade trees. The crop this year was to have been a good average crop.

About 25 per cent of the berries are now on the ground, thrashed off by the wind, and about 35 per cent will hereafter drop off by reason of the sunburn. I have met some of the largest and most intelligent planters, and they agree on that point. I have seen some of the planters, and expect to see a great many more when I get a look at the country above Sabana Grande. It is apparent that the trees are gone, all broken off and thrown down on the coffee. The people have suffered most where the water could reach them in the river valleys. Along the Hosario there is apparent destruction. It is going to be a serious problem how to keep the poor in this country without helping them too much. All the people here agree, and I think they are right, that if rations are issued freely the laborers will not work, not even to repair their own homes. The planters need hands to clear up their plantations and save the crops, and they are afraid they can not get them. Even now the windfall has put so much fruit in the peons' way that it is hard to get them to do anything until that is gone and they are actually starving. The sugar planters will suffer very little, as all they need do is to shovel the sand out of their districts, but with the coffee in the mountains it is different. It is not necessary to enlarge on the labor question further than to say that in my opinion the wise plan would be to devise a method by which no rations should be issued (except to the sick and aged) unless there be an equivalent in labor, either on the roads or on the plantations or somewhere.

Suppose we say to the man with a wife and three children, "I will give you five rations of rice (one for your whole family) if you do a half day's work (five hours)." I am told there are plenty of men who would let their families starve before they would work, even under these conditions. The island would be the richer should such men die, but I suppose we can not stand by and see them do it. I do not believe that we ought to issue one ounce of foodstuff to any able-bodied man unless he does a certain amount of work for it, if it is only carrying two stones from one side of the road to the other. It would take more organization to put this into practice. Perhaps the planters are entitled to help at this time. Let them work the peons for their rations, and we will call their superintendence a fair equivalent for the work the peons do on their property.

Very respectfully,

W. S. SCHUYLER,
Captain, Fifth Cavalry.

POST OF MAYAGUEZ, P. R., *September 5, 1899.*

ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

SIR: I have the honor to report that yesterday the San German and Mayaguez road was cleared sufficiently to allow of the passage of two troops of cavalry, with wagon transportation, by using the iron bridge of the railroad company, on which a temporary flooring was laid. The bridge lately reconstructed by the troops was found, after the subsidence of the water, still in position, and, although injured, can be used again. The whole road is in a terrible condition, and should be systematically repaired throughout the entire length. The stock of relief supplies on hand was sufficient to prevent any suffering while communication was interrupted, and a new supply was sent out with the first wagon that passed over the road.

Very respectfully,

C. C. C. CARR,
Lieutenant-Colonel, Fifth Cavalry, Commanding.

The formal and unvarnished language of a military report in its very formality produces an impression which carries conviction. Hundreds of other reports, covering this period and the progress of the work, have been received from civil authorities as well as other sources. Every effort was made to so perfect the service of information that no step should be taken in the dark. But in spite of this, the difficulty of ascertaining what the exact situation was at any given period of the work from the beginning was extreme. The difference in language was perhaps the greatest barrier, but the difference in everything else except our common ancestor Adam made exact information almost as hard of attainment as in campaign.

There was neither hesitancy in formulating a plan of relief nor indecision in executing it. In the absence of exact information it was assumed that one-fourth of the population would in a few days be foodless and would remain so until the bananas and plantains could be reproduced.

Habitations and clothing, though everywhere desirable, are not so essential in the Tropics as in more northerly latitudes. But food is a *sine qua non* to existence anywhere, and its getting and distribution were the two subjects which most concerned the military government almost before the hurricane had fully spent its force.

The details of organization for relief are set forth in a previous report (see p. 298) and are unnecessary to repeat here. The plan sufficed from the beginning to accomplish its object, i. e., to feed the people. Wide latitude was given to the division inspectors of relief (army officers), who were on the ground and responsible for the work in their respective divisions. Exact accountability for supplies was demanded, and all accounts are being duly audited.

It will be observed by reference to the original estimate that the limit of time set for the continuance of relief was four months. This was based upon the best information then obtainable as to when the bananas and plantains would probably be reproduced.

This information was erroneous, due doubtless to the fact that damage to these plants was much more radical than supposed. Indeed, most of these had to be cut down to the ground, and only now, after nearly a year, are bananas and plantains beginning to ripen.

OUTLINE OF THE ADMINISTRATION.

The administrative work of the board of charities of Porto Rico embraced two departments:

First. General relief.

Second. The charitable institutions.

The former sprang into existence in a day and had to be organized *ab initio*.

The latter demanded a reorganization so radical that it may be said to be *de novo*.

While in the beginning it was not anticipated that the necessity for relief would extend beyond the year 1899, it was realized that a sufficiently comprehensive headquarters organization would be necessary to enable the work to be carried on intelligently.

Methods, books, blanks, and all the paraphernalia of a business involving the expenditure of a hundred thousand dollars monthly and the distribution of food to a number exceeding that of the entire United States Army everywhere had not only to be obtained, but actually created under conditions not of quiet preparation, but of

immense stress and current demands that could not be put off. Not only had the people to be fed, but a system of accountability devised by which the authorities could be assured that the material received had reached the ultimate individual for whom it was intended.

Cash books, ledgers, journals, letters sent and received, and indorsement books, invoices, receipts, returns, all the thousand and one things that make the orderly conduct of a great business possible, had to be improvised. The number and variety of blanks alone will furnish sufficient evidence of the thoroughness of the administrative work of this board. A detailed account of the organization of the relief work will be found by reference to the preliminary report of September 25, 1899 (p. 298). The plan therein outlined was continued throughout the period of relief, except that after the permanent organization of the municipal boards of charities (coincident with that of the civil government) no responsibility was assumed for the chronic poor beyond the issue of food for them to the local boards.

It was the object of the board to avoid any unnecessary concentration of authority or the hampering in any way of the work in the divisions by confining the inspectors within too narrow limits, as shown in the accompanying circular letter:

The COMMANDING OFFICER, _____.

SIR: By reference to a letter from the adjutant-general of the Department of Porto Rico, dated August 13, 1899, it will be seen that you are made responsible for the distribution of relief supplies in your division and that you are authorized and urged to employ all lawful means in the accomplishment of the work.

The adjutant-general informs me that the intent of this letter was to enable you to so control the actual distribution that so far as possible relief should reach the indigent only.

You are under no obligation to honor a request for rations which is issued to an unworthy person; on the contrary, it is important that such should not receive relief.

If the boards of charity and the barrio committee are neglectful of this duty, you should endeavor to bring them to a realization of that fact; and if they still fail, then suspend them wholly or in part and appoint others provisionally, notifying this board of your action.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

The work involved in the execution of the plan of planters' relief fell wholly upon the clerical force of the chief surgeon's office, as it was my desire to keep this part of the work under my immediate personal supervision.

The organization and administration of this work is set forth in a special chapter devoted to this subject (p. 246).

October 31, Dr. H. W. Cowper, the efficient secretary of the board, whose health had broken down, was relieved from duty in compliance with Paragraph I, Special Order No. 212, series 1899, from these headquarters, and Capt. (afterwards Maj.) P. R. Egan, assistant surgeon, United States Army, was detailed as secretary and disbursing officer.

Of the two administrative branches noted above, that pertaining to the relief work was given by far the greater attention. This was necessarily so. The institutional requirements, neither acute nor of vital importance, were of secondary consideration when compared with those of a people dependent upon this work for their very lives, and during the existence of this board the latter question remained to the last of paramount importance.

The subject of transportation, under existing conditions, was of

primary interest. It was our constant endeavor to so regulate the allotment of supplies to the divisions and so manage shipments as to time and route as to cause them to arrive in the most regular and expeditious manner.

Before the arrival of the first cargo complete arrangements had been made for its ultimate distribution by the following communications:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., August 17, 1899.

Maj. THOMAS CRUSE, U. S. A.,
In Charge of General Depot, Board of Charities.

SIR: I have the honor to inclose herewith a memorandum showing the amount of supplies to arrive by the *McPherson*, which is to be distributed to the various depots. Please send by the *Borinquen* the material for Fajardo, Humacao, and Arroyo, and the detachment (an officer and 20 men), with their equipments and supplies, ordered to Fajardo. After this boat has discharged at Arroyo (where you will leave a noncommissioned officer in charge of the stores until its return) it will proceed to Ponce for the detachment ordered for duty at Arroyo and carry it to that point, after which the *Borinquen* will return to this port.

Send by the *Slocum* the supplies for Manati (which should be landed by lighter at the mouth of the Manati River); Arecibo and Lares via Arecibo; Aguadilla, Mayaguez, and San German via Mayaguez; Ponce and Adjuntas via Ponce. Upon reaching Ponce the boat will go to Guanica with the detachment and supplies intended for that point, and will thereafter return to San Juan or proceed to such points as the quartermaster may direct.

You will please at once arrange for transportation to interior divisions as follows: San Juan, Bayamon, Caguas, Cayey, and Aibonito, and notify the commanding officer at Arecibo to forward supplies for Lares, the commanding officer at Mayaguez those for San German, and the commanding officer at Ponce those for Adjuntas. Division inspectors (local commanders) are responsible for the transportation of material within their own district.

A reliable noncommissioned officer will accompany each boat to distribute the supplies for each port, and take receipts for same.

The one on the *Borinquen*, as above indicated, should remain at Arroyo in charge of material pertaining to that depot, until the officer in charge shall arrive from Ponce.

Ration cards and books should be sent to each point and will be furnished from this office.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A.,
President Board of Charities of Porto Rico.

This was supplemented by the following letter to the several commanding officers:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., August 16, 1899.

To the COMMANDING OFFICER, _____.

SIR: I have the honor to inform you that immediately upon the arrival of the supply ship, material will be transferred to the *Slocum*, going west, and the *Borinquen*, going east. These boats will call at ports on their respective routes, and will there land the material for the sufferers. It would be well for you, if possible, to send one man by the boat for each of your municipalities that can be reached by water. I inclose you an arbitrary estimate of the indigents, which undoubtedly experience will alter; also an issue card, a supply of which will be sent you as soon as possible, but which you should at once have printed in adequate quantity if you have a press in your neighborhood. I also inclose a copy of regulations governing issues, etc. Additional distributing depots will be established at Fajardo, Arroyo, Caguas, Guanica, and Bayamon for the supply of municipalities in their neighborhood, of which you will receive notice at the earliest practicable moment. Please keep the board informed of anything that will facilitate the work, and oblige,

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A.,
President Board of Charities of Porto Rico.

As the organization developed, the board found it necessary to establish additional depots and to rearrange some of the divisions for the purpose of facilitating distribution. With this end in view, Comerio was transferred to the division of Bayamon on August 20, and Barceloneta from Arecibo to Manati on the 25th.

It was of course desired to place the distribution on a regular and systematic basis as soon as possible. This, however, was made almost an impossibility by a temporarily insufficient supply of means of transportation, even for the few roads that could be made available. The original assignment from the chief quartermaster proving insufficient, on August 23 the following letter was sent to the adjutant-general urging an increase:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., August 23, 1899.

ADJUTANT-GENERAL DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: The hurricane has so seriously interfered with communication by usual routes of travel that in distributing material this board finds it necessary to recommend that additional wheel and water transportation be provided for its work. There should be two wagon trains organized of 30 wagons each, and pack trains at Arecibo, Manati, Mayaguez, and Adjuntas, if such are not now there. There should also be two schooners chartered, one for use at San Juan and the other on the eastern coast. The former can presently be dispensed with but the latter will probably have to be continued in service for some time.

* * * * *

Very respectfully,

JOHN VAN R. HOFF,
*Major and Surgeon, U. S. A.,
President Board of Charities.*

The foregoing recommendations having been approved by the department commander, were put into effect as soon as practicable and at once resulted in considerable improvement. A schooner was chartered by the quartermaster's department and stationed at Humacao, to transport rations to neighboring municipalities and Vieques, also one for Manati and Arecibo, both of which proved extremely valuable, and were indispensable adjuncts to the service of the steamers *Slocum* and *Borinquen*.

The organization of the general supply depot and "relief" transportation having been largely accomplished early in September, and the requirements for the divisions approximately estimated, the following was transmitted to the officer in charge of the depot.

SAN JUAN, P. R., *September 7, 1899.*

The OFFICER IN CHARGE OF GENERAL SUPPLY DEPOT,
Board of Charities of Porto Rico.

SIR: The demands to be made upon this board for the next three months having become more clearly defined, I have the honor to ask that you make the necessary preparations to distribute weekly with all possible dispatch at least 800 tons of food. Of this amount approximately seven-sixteenths will go to the west coast, including Ponce, five-sixteenths will go to San Juan and interior posts, and four-sixteenths to the eastern coast, including Arroyo.

The board desires to be informed at the earliest practicable moment of the receipt and issue of material, and should be furnished with a copy of the manifest of arriving cargoes, that the same may be duly acknowledged, particularly to individual contributors. Please send all such you may now have which have not yet been furnished.

All medicines received should be sent to the medical supply depot, where they will be repacked and returned to you for shipment to the different divisions.

All cloth in pieces and like material should be sent to the Woman's Aid Society, where it will be made up, packed, and returned to you for distribution.

All clothing sent from home should be repacked by you and distributed as directed.

To avoid confusion, no relief material of any kind should be shipped except by the authority of this board.

Please inform this board at once of any difficulty that may arise in the performance of your arduous work that it can assist in removing.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A.,
President Board of Charities Porto Rico.

Thereafter it was merely a question of maintaining the adopted plan in operation. This was not an easy proposition, for the resources were, especially in the beginning of the work, always taxed to the utmost, and a slight disarrangement resulted in a disproportionate amount of inconvenience.

The ultimate distribution was entirely in charge of the division inspectors, and was usually accomplished by the municipalities interested, who pressed into service such pack trains and ox carts as were available. In certain cases where this was declared impracticable by the division inspector, the quartermaster's department was called upon to pay the expenses incurred. In at least one instance this board considered it necessary to order issues to a municipality to cease until it should furnish sufficient transportation. The transportation was furnished. On many other occasions like difficulties arose throughout the island and were met according to each particular case.

The following letter was indicative of a general plan followed in such cases, which was to take advantage of every condition in the endeavor to supply stations expeditiously:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 24, 1899.

COMMANDING OFFICER, Arroyo, P. R.

SIR: The department commander directs that upon the arrival of the ship from Jamaica, loaded with vegetables for the relief work, you will take charge of her, and go yourself or send a reliable noncommissioned officer with the ship to the following-named ports, and distribute the material as indicated. The distribution is made by percentage of the total weight of the cargo, the amount and character of which are unknown in this office at present.

	Per cent.		Per cent.
Arroyo	4.5	Arecibo	14.24
Ponce	12.67	San Juan	28.98
Guanica	4.2	Fajardo	3.40
Mayaguez	15.24	Humacao	6.80
Aguadilla	9.92		

This order is contingent upon authority being granted by consignee; in other event the cargo should come to San Juan, or as a last resource be unloaded at Arroyo.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A.,
President Board of Charities of Porto Rico.

The method of distribution, with adequate facilities, now became a matter of requisition by a division inspector on the board of charities, Porto Rico, which placed the order with the supply depot, to be shipped in weekly and regular amounts; and this applied as well to material other than food. Medicines were received in quantity. A

large requisition had been filled in New York, in compliance with the following letter:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., August 25, 1899.

COMMANDING GENERAL DEPARTMENT OF PORTO RICO,
San Juan, P. R.

GENERAL: I have the honor to inclose herewith a requisition for medicines based upon the estimated requirements of the probable sick here for the ensuing three months, with the request that the material mentioned may be furnished at the earliest practicable moment.

Very respectfully,

JOHN VAN R. HOFF,
*Major and Surgeon, U. S. A.,
President Board of Charities of Porto Rico.*

These were transferred to the medical supply depot, where they were repacked on order from this board and shipped with food supplies. This was early realized to be a most important branch of the relief work. The poverty of the municipalities made the purchase of medicine or the engagement of practitioners by them impossible. Until the above requisition could be filled, authority was granted to the surgeons to issue from the medical stores of the Army, according to the letter of the chief surgeon of the 28th of August, as follows:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, P. R., August 28, 1899.

To the SURGEON,

SIR: Such remedies as may be supplied for the treatment of the indigent Porto Ricans will be issued to you, and from these requisitions made by the inspector of the division in which you are located, or from neighboring divisions in which there is no military hospital, will be filled. Until these supplies arrive, you are authorized to furnish such simple remedies from your hospital as can be spared without immediate detriment to the service, resupplying yourself when necessary by special requisition, and ultimately replacing the issue from the relief medicines furnished you as above set forth. You will keep an accurate account of all material received and issues made, giving and taking receipts for the same in duplicate on the regular form and rendering a return to the board of charities of Porto Rico upon completion of the relief work.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., Chief Surgeon

The following letter explains itself:

Dr. WILLIAM FAWCETT SMITH,
5 Santo Cristo Street, San Juan, P. R.

SIR: You are appointed a physician to the board of charities and will proceed to Humacao by the boat leaving on Saturday, or sooner if possible. There you will report to the commanding officer of that station for service among the sufferers from the recent hurricane. While you are on this duty you will receive an honorarium at the rate of \$100 monthly. You will report to the board each week or oftener, giving station and duty, number and character of cases treated, sanitary conditions, food supplies, other wants, etc.; in fact, any information that will be of value in alleviating the situation.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

A similar letter was sent to Dr. Abella Blanco of San Juan, P. R. This was in response to an urgent call from the division inspector at Humacao. These physicians remained under the direction of the commanding officer, Humacao, and did admirable work. Reports were made by them to this board. The plan of appointing outside physicians was not encouraged, but every effort was made to see that the many municipal physicians were impressed with their duty in this crisis. Every material aid was rendered them. The letter to the commanding officer, Manati, is typical of numerous ones on this subject.

SAN JUAN, P. R., September 7, 1899.

The COMMANDING OFFICER, *Manati, P. R.*

SIR: Physician at Ciales reports the lack of medicines there. Please investigate and send such as may be necessary, as suggested in a previous communication.

Very respectfully,

J. VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

Reports of such need were closely investigated by the respective commanding officers, and upon their recommendation a sufficient quantity of medicines and medical supplies were forwarded.

As a corollary to this work the board impressed upon all concerned the vital necessity for sanitation, or at least simple cleanliness. There was a noticeable lack of endeavor on the part of local authorities in this direction, and reports frequently reached the office such as to prompt a reply similar to the following:

SAN JUAN, P. R., August 31, 1899.

COMMANDING OFFICER, *Fajardo, P. R.*

SIR: I have the honor to state that the following report has reached this office:

“RIO GRANDE.

“No resumption of sanitary work; the streets are full of filth, as are also the back yards and ruined houses.”

Please have the matter investigated, and if necessary corrected.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

This was just the class of work that was expected in return for rations, especially in the early days. As elsewhere and frequently noted, how to make the able-bodied work was a most difficult problem. The first system of food distribution embraced a complete plan to secure work for rations, and this vital feature was being constantly harped upon by the board.

On August 28 the following circular letter was issued:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE OF THE BOARD OF CHARITIES,
San Juan, August 28, 1899.

COMMANDING OFFICER,

SIR: I have the honor to suggest the following as some of the many ways, which have doubtless occurred to you, of employing the indigent able-bodied men of your division.

1. Repairing dwellings, especially huts of the poor.
2. Cleaning the streets, public places, and yards, and removing wastes of all kinds.
3. Repairing gutters, making ditches to drain stagnant water in or about towns.
4. Building stone dikes to divert the overflow of rivers, repairing the approaches to fords.

5. Planting trees in and about towns and on the public highways, etc.

A suitable man should be detailed from the detachment to supervise the laborers, and he should have as many assistants as necessary to direct the assigned work. Time tickets should be issued or some other plan devised by which those who work can be identified and given food, while those who do not will be prevented from getting it. The whole problem is of the utmost importance and its only solution lies in discovering the most effective way of getting a due amount of work for a given amount of food.

The board will be very much obliged for suggestions covering this and other points in its work, looking to an improvement in the service, and so far as possible an avoidance of pauperization of the people.

Perhaps it would be as well to add that the board has no funds except for food and medicines, and will be happy if the amount collected will be adequate for those purposes; it certainly will not be for anything additional.

Medicines when received here will, as a rule, be distributed to the various post hospitals, upon which requisition can be made for such remedies as may be actually needed.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of the Board.

And for the benefit of those indigent, who saw no necessity for working, of which there were many, this circular was issued on the following day:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, P. R., August 29, 1899.

The attention of the able-bodied is called to the fact that idleness will not be tolerated in Porto Rico.

All men dependent upon the wages of labor for a livelihood must work for wages or for food; and if any such man refuse to labor, his name will be reported to the inspector of his division, who will investigate the case and, if the facts are found to be as alleged, will place his name on a black list and will thereafter permit no food to be issued to him or his family until he returns to work.

GEO. W. DAVIS,
Brigadier-General, Commanding.

In too many cases reliance in the matter of work for food was necessarily placed upon the local authorities. Results were never entirely satisfactory, and the board was in constant receipt of reports of idleness in return for rations. All were brought to the attention of the division inspector—usually by telegraph, as the following illustrates:

SAN JUAN, P. R., *September, 1899.*

The COMMANDING OFFICER, *Humacao, P. R.*

SIR: Reported that no work is being done in Yabucoa, and able-bodied men in plenty are eating relief supplies. Can not this be stopped?

HOFF, *President.*

Several reports from the district about Ciales, where a deplorable condition of vagrancy was reported, elicited the following letter from the board:

SAN JUAN, P. R., *September 19, 1899.*

The COMMANDING OFFICER, *Manati, P. R.*

SIR: Various reports which have reached this office indicate that no work is being done at Ciales and Morovis in return for food given through this board. Should this be so, it is contrary to the order of the department commander and regulations of this board. Will you look into this matter and so instruct your noncommissioned officers at these points that they will understand exactly what they are required to do and what they must demand of the people? All orders from these headquarters and circulars from this board relating to the relief work have been sent you, and it is hoped that you will require work of all the able-bodied men to whom you give food. This is a vital point and if not insisted upon will result disastrously to Porto Rico.

As you saw by the circular sent yesterday, we are considering the planters as well as the peons, but the success of this plan depends upon the closest inspection and requires our intelligent enlisted men to be on the lookout all the time. Would it not be well for you to select a number of your brightest men, divide up your division into inspection districts, and keep these men on the go all the time as inspectors? This is true soldier duty, as nothing will serve so well to keep the peace.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

Especially to observe the extent of the cooperation in this matter, two civilian inspectors were early appointed, who visited all districts and reported directly to the board.

The board realized that the noncommissioned officers and privates at the ultimate distribution depots could in a large measure enforce



PLAZA, YABUCOA.

this regulation. In fact, so much depended upon their efficient service, and reports having reached the board that indicated an insufficient appreciation of their responsibilities, that the following printed instructions were issued September 20:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., September 20, 1899.

Instructions to noncommissioned officers in charge of subposts of the board of charities of Porto Rico.

First. Food is issued to prevent starvation. It is intended for the worthy poor, and no able-bodied man shall receive any unless he gives a full day's work in return.

Second. A day's ration consists of 1 pound of food. For convenience, food will generally be issued weekly. Three pounds of rice, 3 pounds of beans, and 1 pound of codfish or bacon constitutes the usual allowance for one person for one week. The regulation tin cup holds about 1½ pounds.

Third. A receipt and issue book must be kept at each depot, in which will be entered in detail all the material received and all rations issued.

Fourth. The local board of charities will furnish the noncommissioned officers in charge with an alphabetical list of the indigents in each barrio to whom issues will be made on a specific day in the presence of the commissario of that barrio.

Fifth. Issue will be made on ration request signed by the chairman of the local board of charities, and the exact amount given will be noted on the request. After the first week the request must be accompanied by six checks or certificates from the barrio committee of absence or sickness for each able-bodied man mentioned on the request. Without these checks or certificates no rations will be issued.

Sixth. No food will be issued on a request if the noncommissioned officer in charge has reason to believe that the applicant is unworthy, and the request will be taken up.

Seventh. Noncommissioned officers on this duty will take pains to inform themselves upon the conditions of the poor in their district, will see that the boards of charities and the barrio committees perform their duty, and will at once report to their immediate commanders any irregularities observed.

Eighth. They will observe the organization and work of the indigent laborers and refuse food to those who fail to work, reporting such cases to the alcaldes and their immediate commanders, who will cause such to be arrested and to work under guard.

Ninth. They will at once cause the arrest of anyone who misapplies the supplies furnished by this board under General Orders, No. 124, Headquarters Department of Porto Rico, dated August 19, 1899, and report the fact to higher authority.

Tenth. They will submit to their immediate commander a weekly report on blanks furnished by this board and will sign receipts and account for all property received by them.

Eleventh. Noncommissioned officers and privates on relief duty are officials of this board. They are in no sense under the control of the municipal authorities and in the performance of their duties will take no orders from them. They will watch over the interest of the board in every way and will carry out to the best of their ability its rule of action, which is that: "No person shall die of starvation and no able-bodied man shall eat the bread of idleness."

By order of the board of charities of Porto Rico.

JOHN VAN R. HOFF,
President of Board.

The shattered condition of the island early impressed the board with the fact that issues would necessarily have to be continued much longer than the originally intended three months. Notwithstanding the fact that all inspectors, all depot commanders, and all others connected intimately with the distribution realized that the earliest possible cessation was absolutely essential, it was generally agreed by those best enabled to judge that the continuance of food issues would be necessary until the time that the actual suspension was consummated, more than six months after the originally estimated period.

As noted above, the board relied upon the men on the ground, who

were best able to judge, and whose recommendations were accepted as final on questions relating to their own divisions.

The chief consideration in this connection was the time when new crops of fruits and vegetables could be expected. Reports were absolutely misleading and contradictory. No one seemed to be positive when another was due. The ignorance on this point was remarkable. It was found to be very difficult to induce the peons to plant, and this was never accomplished to a very great extent. What should have been used for this purpose was instead consumed as the only available food.

A food supply had to be grown before issues could cease, and on August 24 the following circular letter was sent to the commanding officers on this point:

SIR: I have the honor to request that you will instruct your subpost commanders and all alcaldes and boards of charities in your division to see that all vegetables issued in your division which are suitable for this purpose are used as seed and at once planted. The importance of this is emphasized when it is realized that only through a new crop can these people become self-supporting in the near future, and there can be no crop without planting.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

And the matter was further emphasized by the letter of September 6:

COMMANDING OFFICER,

SIR: I have the honor to invite special attention to the recommendation recently sent you in regard to the necessity for an immediate replanting for a new crop. Should you find any scarcity of seed, such as native rice, beans, corn, etc., in the hands of the people for this purpose, you are authorized to purchase them in small quantities from the local dealers, for seeding, taking care that they are used for no other purpose.

Bills for material purchased for seeding will be sent to this board, in duplicate, with vouchers receipted.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

The board was led to believe that three months would see a sufficiently advanced crop to enable issues to cease. To effect this by the end of December the circular letter of November 16 was directed to the various commanding officers:

DIVISION INSPECTOR,

SIR: Referring to the issue of rations to needy proprietors, you are respectfully informed that such rations are to be issued only for one week at a time, and that no back rations will be issued. This board does not intend to continue the issue of rations after the 31st of December, 1899, and desires to materially reduce the issue of relief supplies after December 1, 1899.

By direction of the board of charities of Porto Rico.

JOHN VAN R. HOFF, *President.*

This was followed by such reports of distress and absolute absence of other food supply that definite information was sought by communicating as follows:

DIVISION INSPECTOR,

SIR: Reports have reached this board that in certain districts of the island it will be necessary to continue the distribution of relief supplies after the 31st instant.

Please notify me if there will be any such necessity in your division.

By direction of the board.

JOHN VAN R. HOFF, *President.*

The existing conditions in the several divisions were clearly given in reports by inspectors. Suffice it to say that a continuance in the coffee region was shown to be absolutely necessary. The same condition faced the board a month later, and hopes of discontinuance in January were abandoned. It was thereafter merely a question of waiting for a new crop of plantains and bananas. No prospect of its advent was apparent in February, when the following notification was issued:

SAN JUAN, P. R., *February 21, 1899.*

COMMANDING OFFICER, SAN JUAN, P. R.

SIR: In view of the report that much distress and shortage of food yet exist at various points in the island, I have the honor to inform you that the issue of food will continue through the month of March to such persons and in such amount as you may deem necessary.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

By the end of March it was fully realized that issues could not cease until the long delayed crop of plantains and bananas had ripened, which would be in the latter part of June or early in July. With this end in view, the following letter was sent:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE OF THE BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., April 17, 1899.

The OFFICER IN CHARGE OF THE GENERAL SUPPLY DEPOT,
Board of Charities of Porto Rico, San Juan, P. R.

SIR: I have the honor to state that the following is the estimated weekly requirements of food distribution until June 1, when it is hoped that issues to planters may be brought to a close:

	Pounds.		Pounds.
San Juan	50,000	Arecibo	100,000
Bayamon	100,000	Aibonito	70,000
Mayaguez	113,000	Other places	50,000
Ponce	100,000		
Manati	70,000	Total	653,000

After that date it is believed that the distribution of 100 tons weekly will feed the chronic poor until June 30, when we hope to finish the relief work in this form.

You will please arrange your shipping plans accordingly.

By direction of the board of charities of Porto Rico.

JOHN VAN R. HOFF, *President.*

As the month of May passed the plan to be followed in closing became clearly defined, and the 15th of June was set as the date for the last issue to planters. Thereafter issues were to be made only to the local boards for their chronic poor, sick, and infirm. The course of procedure is well explained in the following letter to the commanding officer, Mayaguez:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE OF PORTO RICO RELIEF,
San Juan, June 5, 1900.

COMMANDING OFFICER, Mayaguez, P. R.

SIR: I have the honor to acknowledge receipt of yours of 1st instant, which I at once answered by telegraph, as follows: "Am sending you about 200,000 pounds as final shipment for both your divisions (Mayaguez and San German). If Mayaguez requires more food now it will get less later. Please use your own judgment as to amounts and notify this office." As you know, we propose to stop all issues to planters by the 15th instant. To meet these issues I am assured that there is now sufficient food at the various depots. We have in depot here 600 tons, which will be divided according to needy population, and of which you will get, say, 100 tons for your eight municipalities. This should last until about the middle of

next month, when all of the native food the people have ever had will be ripe. If the island can not then take care of its own people, when will it ever be able to do so?

Trusting that you are not too weary in well doing, I remain,

Very respectfully,

JOHN VAN R. HOFF,
Major, Surgeon, U. S. A., in Charge of Porto Rican Relief.

On the 20th of June a letter was forwarded to Washington asking authority to cease on the 15th of July. The recommendation was approved, according to the following cablegram, which caused all issues to cease on that date:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE OF PORTO RICO RELIEF,
San Juan, P. R., June 22, 1900.

The following is published for the information and guidance of all concerned in the relief work:

[Cablegram.]

WASHINGTON, D. C., *June 22, 1900.*

COMMANDING GENERAL, DEPARTMENT OF PORTO RICO:

Secretary of War approves recommendation your letter June 2, 1900. You will cease distribution of rations in Porto Rico on the 15th of July. Give as early notice as possible of this intention, so that all citizens may understand the necessity of making other arrangements. Communicate this dispatch to Governor Allen promptly.

By command of Secretary of War.

CORBIN, *Adjutant-General.*

Official copy.

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., in Charge of Relief.

Any supplies remaining on hand at the different depots on the 15th of July were divided proportionately among the local boards of charities in the respective divisions, to be disposed of as seemed to them best.

Several of the divisions were closed before this date. Although the board was most desirous of bringing the issues to an end, it relied in large degree upon the division inspectors for the final decision. When their definite recommendations to this effect were received they were, as a rule, forwarded to the Adjutant-General, with the board's concurrence therein, and a military order suspending the distribution was issued.

The board was in receipt of several thousand dollars, contributed for the relief of the suffering. It was customary to at once acknowledge, with thanks, these donations, and immediately deposit them as a special fund, which was only drawn on with the approval of the board. The accounts of receipts and disbursements elsewhere given show its disposition. The strictest possible methods were in force with regard to its being properly accounted for. As noted above, it was paid out only on approval of the board and upon vouchers receipted in duplicate, and certified to by the division inspector. Checks on this fund were signed by the disbursing officer and countersigned by the president. The fund proved invaluable. It made possible the assistance of professional and expert services, it purchased much-needed medicines and dressings, and the systematic and judicious handling of the business was largely dependent upon it.

As the relief work drew to a close and disbursements from this fund became no longer necessary, it was realized that, as a conclusion to this branch of the work, a thorough audit should be made of all the accounts pertaining thereto, and a final report thereon submitted. To this end

the following letter was addressed to the Adjutant-General of the Department:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE PORTO RICO RELIEF,
San Juan, June 15, 1900.

The ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: As the public relief work in Porto Rico under military control is drawing to a close, I have the honor to suggest that an officer be detailed to audit all the accounts pertaining to the work which come under the supervision of the department commander. It is requested that every detail of the work be examined into and a report thereon made.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., in Charge of Relief.

An officer was detailed as requested, and a complete audit is now in progress. (See p. 196.)

On the 9th of August, 1899, a letter was forwarded to each alcalde, asking that three charitable men be appointed in each municipality to act as a local board of charities. A universal compliance followed, and thereafter these boards were in close touch with the central organization. The responsibility of investigating cases of indigency and issuing ration requests rested with them. Our methods were not always compatible with their ideas, as evidenced by the frequent changes in their membership. The original appointment and every change required the approval of this board, whereupon an official appointment was forwarded through the division inspectors to the interested persons. Resignations were frequent. Perhaps too much was required, according to their ideas on the subject. They resented our methods of accuracy, personal accountability, and inspections when applied to themselves. In many cases they were earnest, intelligent men, who lent their best efforts to the work, and this board was in constant correspondence with them, encouraging, instructing, and urging them. It was not until April, 1900, that a general order made these bodies part of the local governments.

The following letter of instruction was, on April 14, 1900, promulgated by this board:

CIRCULAR.

The MUNICIPAL BOARD OF CHARITIES,

GENTLEMEN: Your attention is invited to General Orders, 74, current series, from these headquarters, which permanently organizes the municipal boards of charities and makes them part of the local government.

The functions of the board are set forth in a general way in the aforesaid order, but at this moment the most important function you have to perform is to look after the sick, the infirm, the chronic poor, who are always with us, are always a public charge, and who at this moment are even greater sufferers because of the distressful condition of the entire population.

This board desires to place in your hands for distribution a sufficient amount of food to feed the sick and infirm, and requests you to make it your duty to see that none others receive it. The plan of distribution of food through the planters and work on the public roads, it is believed, will supply subsistence for all others. The board therefore requests that you will at once perfect your organization to assist the chronic indigent, giving special attention to the promotion of barrio committees, which should come into direct contact with the individual poor, and upon the recommendation of which you will largely have to depend in making issues. Your attention is invited to paragraph 2, General Orders, No. 124, 1899, as follows:

"II. Any person who misapplies any material furnished for the relief of the destitute by fraudulently obtaining or by selling or otherwise disposing of the same will be punished by a fine not exceeding \$500 for each offense or by imprisonment for a period not exceeding one year."

It is the especial desire of the military governor that the sick poor of your municipality should be properly attended to, and he has directed this board to make an allotment of funds for the repair, furnishing, and maintenance of such municipal hospitals as are particularly in need of such assistance. The rule laid down is that this board will assist those who are willing to assist themselves to the full extent of their ability. Nothing will be contributed by the Government unless the municipality gives something—money, material, or labor, or all of these. You are therefore earnestly requested to at once submit to this board a report of the requirements of your hospital and what your municipality has done and will do to meet them.

Porto Rico, during the last eight trying months, has amply demonstrated to her people the necessity for an intelligently organized State and municipal charity.

To-day we all far better understand what such organization means than we did on August 9 last, when the first board of charities was organized in this island. We have learned through trying experience the necessity for careful investigation of alleged indigency and honest supervision of the distribution of the means of relief. We have seen that injudicious charity may be a curse as much as judicious charity is a blessing to the recipient, and we know now that public charity is a public trust, which must be faithfully administered to obtain the best results.

This board asks your hearty, well-considered, and unbiased cooperation in charity work. It asks that as Porto Ricans you will think of your country as a whole and all Porto Ricans as fellow-countrymen, mayhap in need; that you will extend to the needy a helping hand because they are Porto Ricans and not because they come from the east or west or the north or the south; not because they belong to this political faction or that, but solely because they are your brothers and are in need.

By direction of the Board of Charities of Porto Rico:

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President.

These local organizations now remain the only instrumentalities in the municipalities by which the civil government can carry out any general relief work.

The board devised a complete system of invoices and receipts for all supplies and instituted a system of reports, returns, and vouchers by which it is now enabled to account for approximately every pound of food issued. The division inspector receipted to the officer in charge of the general supply depot for relief supplies received, and in turn transferred his accountability to the subdepots, where the food was finally distributed, and the men in charge of which held as their vouchers the "requests" or "orders" upon which their issues were made. Upon the closing of any division or the transfer of its commanding officer a return was required which gave a complete account of all receipts and issues, with the necessary vouchers accompanying.

Besides routine and expected administration work pertaining to the various above-mentioned branches, there were daily occurrences for special consideration. The board was constantly investigating reports of frauds, political schemes of advancement by means of relief stores, statements of unfairness in distribution, and reports of every nature.

In addition to the relief work, which of course received by far the greater amount of time and attention, the board was called upon to administer the business connected with the running of an insane asylum, leper colony, and male and female charity schools. This implies a more or less complete reorganization of all departments of these institutions, the inauguration of repairs, the installation of educational and business reforms, the preparation of reports and returns, and the disbursement of five or six thousand dollars monthly in their behalf. This disbursement necessitated a system of vouchers and bank accounts, a purchasing department, more or less extensive correspondence, supervision of admissions, discharges, and all the minor details which accompany the care of institutions, including the feeding, housing, clothing, and instructing of the diverse elements therein living.

DISTRIBUTION OF SUPPLIES.

REPORT OF OFFICER IN CHARGE OF GENERAL SUPPLY DEPOT.

The question of distribution, as has been frequently noted, was one of the most difficult that confronted the board. The following report of Major Cruse, who was in charge of the supply depot during the relief work, gives a concise account of the manner in which this branch was managed at the general supply depot, San Juan; also a summary of the receipts and issues of supplies and an account of the expense thereto attached:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
QUARTERMASTER'S OFFICE,
San Juan, July 18, 1900.

Maj. JOHN VAN R. HOFF,
*Medical Department, U. S. A.,
President Board of Porto Rican Relief, San Juan, P. R.*

SIR: I have the honor to submit herewith a detailed summary of the operations of the relief supply depot at this point from August 16, 1899, to June 30, 1900. The great hurricane, which caused so much devastation and loss of life on this island, occurred on August 8, 1899. On August 16, 1899, I was detailed by General Order No. 120, headquarter's department of Porto Rico, to take charge of a general depot of relief supplies that was to be established at this point, where it was intended that all supplies intended for the relief of the stricken people should be received, sorted over if necessary, repacked, and then distributed properly in accordance with the needs of the people at the various points on the island and as directed by the Central Board of Charities. On the same day, at my request, Commissary Sergeant Adams was assigned to me as my assistant. As the necessity for immediate relief was urgent, negotiations were entered into by which Col. F. E. Nye, chief commissary of the department, turned over to me all of the rice, beans, and corned beef that could be spared and the distribution commenced on that date and has gone on steadily until the present time.

At the time of starting in this work many discouraging facts presented themselves, which showed that the work was to be a very exhausting one. In the first place, in addition to doing great damage to houses, crops, etc., the storm had been especially destructive to all large bridges in the country, and the military road, at a great many points, was filled in with debris, caused by washouts and landslides; the ordinary country roads obliterated; the railroads of the country were entirely gone for miles; all railroad bridges over large rivers were gone, and the shipping was badly demoralized; then, too, during the whole month of August, the weather on the sea was very stormy, and sailors, fearing another storm like the great hurricane, did not want to take cargoes, so that it was practically impossible to hire coasting schooners.

As for the depot itself, it existed only on paper, and, as it had no warehouse and the shed at the dock was small and open, storage facilities were very inadequate. This state of affairs, however, was soon remedied, a large new shed being built between September 1 and 25, by the Quartermaster's Department, and the storehouse known as No. 16 was built and turned over by the middle of October, 1899. This latter building (photograph herewith) was used as an office and storehouse for clothing and perishable articles.

To distribute the supplies around the island I had the U. S. tug *Slocum* and two barges. The *Slocum* herself, however, had been out in the great storm and was damaged to such an extent that our first official act after her arrival at this port was to send her to the island of St. Thomas to be overhauled and put in condition; so she went to St. Thomas for this purpose on the 16th day of August, 1899. In the meantime the *Borinquen*, a small harbor boat, able to carry about 60 tons, was, by order of the department commander, placed at our disposal.

I take occasion to say right here that her captain and crew did some of the hardest and most dangerous work that was done during the year, and landed supplies in stormy weather and under most difficult circumstances at Manati, Arecibo, and other points of the island. The *Borinquen*, during the month of October, was also found to be badly in need of repairs and permission was obtained and she was sent to the island of St. Thomas for this purpose. In the meantime Maj. John L. Clem, chief quartermaster of the department of Porto Rico, had placed

at my disposal all the wagons that were available, about 40. This number was found totally inadequate to the demands and later on I was given 60 wagons. These also were found not to be equal to the work required of them, as supplies had to be sent every week to Aibonito, Cayey, Cidra, Hato Grande, Carolina, Caguas, and other points. This number was increased at one time to 75 wagons and they were kept busy going all the time. In the beginning, when the roads were in such a miserable condition and the bridges were all washed out, these wagon trains had many mishaps in delivering their loads, but in no instance was the loss very great, nor in any instance did we lose an entire load. In the meantime, the people of the United State had responded generously to the appeals made to them, and supplies of all sorts were being rapidly forwarded to the island, and at one time during the month of September it looked as if we would be swamped with the large amount of these supplies; however, the wagon trains were kept busy on the roads, which were now, to some extent, passable, and the *Slocum* and the *Borinquen* were not allowed, under any conditions, to stay in port more than sufficient time to get a new load and start for a new destination, so that the supplies reached the persons and the points where they were needed before any deaths resulted from actual outright starvation, so far as known. Anyway, all requisitions for supplies were promptly filled.

On the 8th day of September occurred the second storm, which, so far as San Juan itself was concerned, caused more damage and greater fright than the storm of August 8, and put the sea in such a condition that it was practically impossible to do anything or send the ships out for about a week. The *Burnside*, which had left New York two or three days before this, caught the full fury of this storm and had to lay to for three or four days, and as she was heavily loaded with relief supplies she reached here with these supplies in very poor condition. I make mention especially of this because it was the only one that occurred in the receipt and distribution of these supplies where there was any such loss. All this in spite of the most contrary conditions and weather.

On November 30, 1899, the work had become so systematized and was going on so well that the *Borinquen* was discharged. On November 19, 1899, in the midst of a squall, the *Slocum* went aground on a reef in Fajardo Harbor, and for twenty-four hours it seemed as if she would be a loss altogether, but she succeeded in getting off on the 21st of November, and was then sent to St. Thomas, where repairs were made, and she returned to work on December 27, 1899. In the meantime the U. S. naval tug *Uncas* was loaned to us by the Navy Department, and made several trips, which were of the greatest assistance at this particular juncture. On January 12, 1900, the French railway succeeded in building a bridge across the Manatí River, and, much to my delight, we were enabled to ship supplies direct to Arecibo, which, being as it was, the headquarters for issue to some of our most dangerous districts—Utuado and vicinity—was a source of gratification to me at least. So far as the railroad is concerned, it did very good work until about May 20, 1900, when this temporary bridge over the river at Manatí was again washed out and has not yet been repaired, and I do not know when it will be. Fortunately we have had very little supplies to ship to Arecibo.

Very soon after the beginning of the distribution of this food a series of returns, receipts, invoices, and other necessary papers were gotten up by the board of charities, and I say here I have never seen anything better adapted for the kind of work. The time when the demand was the greatest for supplies and when the greater part of them were coming in a semiweekly report was required of everything on hand at the depot and everything issued. These reports are rendered at 3 p. m. every Wednesday and at 4 p. m. every Saturday. Later on the distribution slackened up somewhat, and these reports were rendered weekly. By means of these the board of charities could tell at any time what it had distributed and where the articles came from.

I submit herewith detailed statement showing each and every article received and the total amount of food supplies received, commencing with August 16, 1899, and ending May 26, 1900, when the last shipment came from the United States. This shows a grand total of 32,000,000 pounds of food supplies received and a larger amount distributed. In addition to the food stuffs, large quantities of clothing, hardware, and other articles were received. After a careful auditing of accounts, I am very glad to state that my receipts show that all the food supplies have been distributed, and that these totals agree practically. In the beginning it was very hard indeed to get the weights of the articles sent, or even to get the contents of packages, as in many instances they had been donated by charitably disposed persons, and put aboard the boat and manifested as so many articles, or so many sacks of rice, beans, or flour, and not stating whether these sacks contained 50 pounds, 100 pounds, or 200 pounds.

In the first distribution the articles were distributed according to the same method, namely, by packages irrespective of weight. Later on, however, everything was taken up on a return and distributed by weight. Appendixes B and C, which are abstracts of articles received and issued, do not agree exactly, for the reason that on the abstract of articles received the articles were taken sometimes from the ship's manifest; at others, from the marks on the boxes or barrels, and both of these designations would turn out to be wrong when opportunity came for examination prior to issue. For example, a flour barrel, taken up as flour on abstract of articles received, having been marked and carried on as such prior to issue, might, when carefully checked, be found to contain either hominy, corn meal, or rice. It was then issued exactly as was right, no matter if it had been listed wrongly in the first place. These errors were corrected at the time as far as practicable, but there are many cases in which the real contents of boxes or barrels was not known until finally issued at a distributing point. But the total number of packages will be found to check out exactly. One point to be noticed is the large amount of material taken up at various times as "found at depot." The surplusage arose from many causes—lack of proper manifests giving weights; errors in shipment, and, in one instance, taking kilograms for pounds. All the material found upon taking inventory was religiously taken up at the proper time, and to the proper credit it finally appeared when this inventory was taken. Hence I can truthfully say that every pound of every article was taken up and accounted for and just as carefully as issued.

In several instances rice and beans were placed in very poor packages, and I was compelled to make complaint of this, as the loss was such that I thought it my duty to make complaint. As soon as this complaint was made, however, it was remedied in New York and the loss stopped. At no time have I ever found it necessary to take as much as one-half of 1 per cent for wastage, which, considering the fact that the articles had to be unloaded from the steamer, stored in an open shed, and then reloaded either on wagon trains, cars, or steamers, was very small. While speaking of this I take occasion to express through you my thanks to the Merchants' Relief Association, in New York, for the great care exercised in forwarding all materials and food supplies intrusted to their care. Every box was marked to show exactly what it contained, and every barrel and case was marked with its contents and weight, and it was real refreshing to have a shipment from them, because we knew exactly what we had when it came to hand.

During the month of September I had to combat a period of petty thieving at the warehouse on account of the false idea which pervaded the country that the relief supplies were for the people and could be taken by whoever was able to get them, and I spent very uncomfortable nights on account of this, but after I had caught about a half dozen natives with stolen articles in their possession, and also an American, who was working for me on the dock, and put them before the provisional court, where they were tried, found guilty, and sentenced to prison for periods varying from three to six months, the state of affairs ceased to exist, and I think it was remarkable that such a small amount was lost by theft, considering the fact that these supplies were stored in open shed where the sneak thief had wonderful opportunities.

I have been very fortunate in the employees that I have had under me, and for the volume of business handled I claim that our salary list has been small. The employees have been: Commissary Sergeant Adams, one clerk for returns (Mr. Richardson), one check clerk, one storekeeper (at first Mr. Dormitt and later on Mr. Goodwin), at the following salaries:

	Per month.
One clerk at	\$60.00
One check clerk at	60.00
One storekeeper at	27.50
	Per week.
One laborer at	7.50

Occasionally an additional laborer at \$7.50 per week, amounting to a grand total of \$240 per month; but I must explain that this amount was expended but for a very few months, most of the time being but \$200 per month. Appendix D shows the total receipts and expenditures of funds during the time the relief depot was running.

On occasion when the *Slocum* was not available, more especially since her departure for New York on May 1, 1900, to be gone permanently, I have made shipment by civilian lines. The expenses that have been incurred in the distribution of these supplies, as far as my office is concerned, gives a grand total of

\$36,002.73 expended by the quartermaster's department, none of which, up to date, has been paid by the relief committee, and are as follows:

Hire of stevedores	\$15,540.15
Railroad transportation, as shown by bill of lading	13,482.78
Water transportation, as shown by bill of lading	4,133.65
Hire of miscellaneous transportation (bull carts, schooners, and small boats)	1,247.71
Pay of the crew of the <i>Borinquen</i> , from August 16, 1899, to November 30, 1899	1,598.44
	<hr/> 36,002.73

These figures give a total of actual expenditure.

In addition, there were relief supplies delivered by Government transportation, as follows:

<i>Slocum</i> —6,600,000 pounds (3,300 tons), which at lowest rate paid civilian lines would be \$2 per ton	\$6,600.00
<i>Wright</i> —1,206,000 pounds (603 tons), at same rate	1,206.00
Wagon train from San Juan—3,800,000 pounds (1,900 tons), at a low average rate of \$6 per ton	11,400.00
Total	<hr/> 19,206.00

The grand total, \$55,208.73, should be repaid to the quartermaster's department by some one having the proper authority to do so. I am not aware what arrangements have been made to that effect.

In the case of the hire of the stevedores we obtained very advantageous rates by hiring in connection with ordinary work done for the quartermaster's department and having them under the same check clerks and bosses. The labor of these check clerks and bosses is not counted against the relief fund, as they are permanent employees of the quartermaster's department.

In conclusion, I take great pleasure in stating that the employees I have had under me have worked with great zeal and willingness, day or night or Sundays when necessary, in receiving and distributing these supplies, and I feel very grateful to them for it, more especially to Commissary-Sergeant Adams, and to Mr. Zimmerman, who succeeded him in charge of the depot, and also to Mr. Goodwin, who, while supercargo of the *Borinquen*, delivered the supplies on her without the loss of a single pound at some of the most dangerous points on the island.

Very respectfully,

THOMAS CRUSE,
Major and Quartermaster, U. S. V.

APPENDIX A.

Relief supplies received from different ships from August 18, 1899, to June 15, 1900.

Date.	Ship.	Quantity.	Date.	Ship.	Quantity.
1899.		<i>Pounds.</i>	1900.		<i>Pounds.</i>
Aug. 18	McPherson	1,278,580	Mar. 8	Burnside	622
Aug. 28	McClellan	2,122,191	Mar. 13	McClellan	1,003,147
Sept. 5	Kilpatrick	1,083,667	Mar. 23	Kilpatrick	
Sept. 14	Burnside	2,038,620	Mar. 27	Burnside	993,566
Sept. 18	McClellan	1,894,405	Apr. —	McPherson	1,599,319
Sept. 27	Buford	1,233,961	Apr. 17	Crook	980,375
Oct. 9	McPherson	2,303,593	Apr. 15	Burnside	920,206
Oct. 16	McClellan	2,080	Apr. 30	McPherson	310
Oct. 25	Burnside	1,800,485	May 8	Crook	656,333
Nov. 2	McPherson	114,451	May 21	McPherson	567,999
Nov. 6	McClellan	35,721	May 27	Crook	8,492
Nov. 17	Kilpatrick	30,215		Total	<hr/> 28,646,834
Nov. 20	McPherson	1,278			
Nov. 28	McClellan	20,000			
Dec. 8	Burnside	878,885		OTHER LINES.	
Dec. 18	McClellan	836,952	1899.		
Dec. 23	Buford	752,455	Sept. 1	Evelyn	52,249
1900.			Sept. 7	Panther	1,600,070
Jan. 1	McPherson	1,495,658	Sept. 12	Mae	39,900
Jan. 8	McClellan	96	Sept. 12	Caracas	5,400
Jan. 18	Buford	1,000,181+	Sept. 15	Wright	402,150
Jan. 22	McPherson	1,033,059+	Sept. 22	Hildeur	206,795
Jan. 30	McClellan	1,006,064	Sept. 23	Philadelphia	683,187
Feb. 6	Burnside	1,003,445	Oct. 25	Resolute	901,627
Feb. 20	McClellan	225		Total	<hr/> 3,891,388

Consolidated report of receipts and issues of relief supplies.

	Grand total receipts.	Grand total issues.		Grand total receipts.	Grand total issues.
Beans.....pounds..	9,983,029	9,983,029	Ears corn.....bags..	2	2
Rice.....do.....	16,132,863	16,132,863	Wheat.....do.....	1	1
Codfish.....do.....	3,114,822	3,114,822	Hominy.....{barrels..	9	9
Bacon.....do.....	1,123,522	1,123,522	{sacks.....	122	122
{barrels..	260	260	{boxes.....	1	1
Peas.....pounds..	499,334	499,334	Canned vegetables bxs..	480	480
{barrels..	21	21	Cornstarch.....boxes..	2	2
{sacks.....	2	2	Pepper.....do.....	1	1
Herring.....barrels..	188	188	Hardware.....do.....	7	7
Beef:.....			{bundles..	1	1
Corned.....boxes..	914	906	Macaroni.....barrels..	17	16
Roast.....do.....	65	73	{boxes.....	5	5
Flour.....sacks.....	3,338	3,338	Baking powder.....do...	2	2
{barrels..	69	69	Salt fish.....do.....	1	1
Hard bread.....boxes..	6,604	6,604	Turnips.....sacks.....	20	30
{pounds..	46,200	46,200	Beef.....barrels.....	15	14
Cornmeal.....bags.....	1	1	Drugs.....boxes.....	2	-----
{barrels..	1	1	Tomatoes.....cans.....	177	177
Beans,baked.....boxes..	536	536	Supplies.....{boxes.....	1	1
Pretzels.....barrels..	95	82	{barrels..	5	5
Crackers.....boxes.....	127	127	Meat,smoked.....bags..	1	1
{barrels..	158	158	Lemons.....boxes.....	7	7
Milk,malted.....do.....	8	8	Sheeting.....bales.....	10	10
{boxes.....	194½	194½	Can openers.....boxes..	1	1
{boxes.....	664	665	Cotton batting.....bales..	9	9
Medical sup.....baskets	7	7	Candles.....cases.....	3	3
plies.....carboys.....	6	6	Corn flour.....boxes.....	2	2
{hhd.	1	1	Flakes.....barrels.....	5	5
{pkgs.....	81	86	Glassware.....cases.....	1	1
Clothing.....barrels..	58	55	Wire netting.....bdls..	9	9
{bags.....	5	3	Apples.....barrels.....	6	6
{boxes.....	244	232	Wrapping paper.....bdls..	10	10
Hats.....boxes.....	56	67	Pins.....cases.....	1	1
Soap.....do.....	39	38	Thread.....boxes.....	1	1
Cottolene.....do.....	12	12	Soup.....do.....	40½	41½
Lard.....tubs.....	14	14	Spring cots.....number..	15	15
Lumber.....{boards.....	2,066	2,066	Blotting paper.....bdls..	10	10
{scantling..	500	500	Tea.....{cases.....	2	2
General goods.....bales..	2	4	{boxes.....	1	1
{cases.....	25	19	Stationery.....do.....	1	39
Pork.....barrels.....	14	14	Sulphur.....barrels.....	10	10
Roofing.....rolls.....	400	400	Shredded codfish.....bx.	1	1
Nails.....kegs.....	300	300	Sugar.....barrels.....	1	1
Tongue.....boxes.....	161	161	Coffee.....sacks.....	2	2
Comp.food.....do.....	50	50	Ham.....barrels.....	1	1
{barrels..	5	5	Onions.....do.....	3	3
Miscellaneous.....parcels..	8	8	Apples.....boxes.....	1	1
{cans.....	4	4	Prunes.....do.....	2	2
Oatmeal.....boxes.....	212	212	Muslin.....do.....	1	1
{barrels..	71	71	Towels.....do.....	2	2
Cocoa.....boxes.....	1	1	Ink.....do.....	2	2
Potatoes.....sacks.....	41	41	Shaving brushes.....do...	1	1
{barrels..	147	147	Assorted vials.....do...	1,200	1,200
Ginger ale.....do.....	5	5	Garden seeds.....do.....	1	1
Groceries.....do.....	6	6	Books.....do.....	4	4
{boxes.....	16	17	Hominy.....pounds.....	30,400	30,400
Salt.....bags.....	2	2			
{boxes.....	1	1			

APPENDIX D.

Receipts and expenditures of funds on account of distribution of relief supplies at the central depot during existence of that depot.

	Receipts.	Expendi- tures.		Receipts.	Expendi- tures.
1899.			1900.		
September.....	\$452.84	\$409.50	March.....	\$257.50	\$375.10
October.....	447.50	454.10	April.....	265.00	268.70
November.....	414.76	439.50	May.....	302.50	291.30
December.....	380.60	380.60	June.....	302.50	291.30
			July.....	40.88	93.33
1900.			Do.....	20.00	-----
January.....	350.00	278.10			
February.....	207.50	247.16	Total.....	3,440.98	3,440.98

It will be observed by reference to the following order that the island was divided into 17 inspection divisions, each commanded by an army officer, who was known as inspector of relief. He had under his immediate charge a food depot, and in the principal town of each district of his division a subdepot where a noncommissioned officer and two private soldiers were on duty.

GENERAL ORDERS, { HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 119. { *San Juan, August 16, 1899.*

I. In addition to the military post upon the island the following places are designated as depots of supplies for the destitute in their neighborhoods: Bayamon, Fajardo, Caguas, Arroyo, Guanica.

A detachment of 1 officer and 25 men will be sent to each of these places to receive, care for, and distribute supplies. The officer in charge will, if necessary, rent suitable buildings for the proper transaction of his duties and will forward to these headquarters requisitions as indicated by paragraph 8, General Orders, No. 117, current series, these headquarters, and will be governed by this order and such other instructions as may be given.

II. The commanding officers of San Juan and Ponce will supply from their posts the officers and detachments for these points, as follows:

From San Juan, Bayamon, Caguas, Fajardo; from Ponce, Arroyo, Guanica.

III. The destitute in the various municipalities will be supplied from depots or subdepots, as follows:

San Juan: Rio Piedras, Carolina, Loiza, Trujillo Alto.

Bayamon: Toa Baja, Toa Alta, Naranjito, Dorado, Corozal.

San German: Sabana Grande, Lajas.

Fajardo: Rio Grande, Luquillo, Ceiba.

Mayaguez: Cabo Rojo, Hormigueros, Las Marias, Maricao, Añasco.

Caguas: Gurabo, San Lorenzo, Aguas Buenas, Juncos.

Adjuntas.

Arroyo: Guayama, Salinas, Patillas.

Lares.

Guanica: Yauco, Guayanilla.

Manati: Morovis, Ciales, Vega Baja, Vega Alta.

Arecibo: Utuado, Hatillo, Camuy, Quebradillas, Barceloneta.

Ponce: Juana Diaz, Santa Isabel, Peñuelas, Coamo.

Humacao: Yabucoa, Naguabo, Piedras, Maunabo.

Aibonito: Barros, Barranquitas.

Cayey: Sabana del Palmar, Cidra.

Aguadilla: Moca, Aguada, Rincon, Isabela, San Sebastian.

IV. While this plan of distribution will be followed as near as practicable, it may be found necessary, on account of difficulty in certain lines of travel, to make slight changes in the depots or subdepots from which parts of municipalities will draw their supplies. Officers in charge of depots are authorized to make these changes when necessary.

V. The Quartermaster's Department will supply such transportation and riding animals as may be required at Bayamon, Fajardo, Caguas, Arroyo, and Guanica.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

An outline of the work in some of these various divisions will prove of value in indicating the character and extent of relief afforded.

HISTORY OF THE WORK IN THE RELIEF DIVISIONS.

Owing to the extent of this report and the expense of printing, it was deemed desirable to omit the history of the work within the divisions, which had been very carefully prepared. While the history of every division shows much that is common to all, yet each has special features which add interest and value to the record. It is therefore to be regretted that they could not be included.

VITAL STATISTICS.

Deaths, by months, in each municipality.

Municipality.	1899.						1900.						
	June.	July.	August.	September.	October.	November.	December.	January.	February.	March.	April.	May.	June.
Adjuntas.....	93	89	146	117	213	233	169	123	74	73	84	128	193
Aguada.....	38	58	61	85	83	71	49	31	16	.....	.....	42	56
Aguadilla.....	158	156	54	71	70	63	59	41	30	40	40	42	62
Aguas Buenas.....	130	135	161	150	42	35	35	28	16	19	21	15	11
Aibonito.....	27	39	54	19	46	35	31	51	31	12	21	23	14
Anasco.....	60	45	68	65	80	93	64	66	41	54	64	59	74
Arecibo.....	106	132	549	134	201	171	142	99	77	88	72	119	128
Arroyo.....	13	18	26	22	25	17	32	14	9	10	16	16	33
Barceloneta.....	3	26	12	23	78	65	60	35	(2)	(2)	(2)	(2)	(1)
Barranquitas.....	24	42	78	68	73	59	39	22	12	18	14	11	18
Barros.....	21	20	108	98	95	111	91	46	20	18	19	20	17
Bayamon.....	150	48	62	66	85	93	98	72	49	50	35	50	50
Cabo-Rojo.....	39	47	45	44	43	37	49	41	35	22	41	59	41
Caguas.....	53	51	29	76	116	110	84	66	66	49	52	39	46
Camuy.....	16	28	22	32	52	43	21	27	20	18	13	26	22
Carolina.....	21	27	31	32	31	29	31	32	29	20	23	23	22
Cayey.....	37	52	118	56	82	88	58	56	54	36	40	50	56
Ceiba.....	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
Ciales.....	39	54	136	87	218	213	121	73	58	44	36	26	32
Cidra.....	14	39	83	19	31	20	19	15	10	9	11	21	15
Coamo.....	23	39	41	24	35	48	33	39	25	27	30	45	63
Comerio.....	11	19	106	33	46	54	60	25	24	23	18	17	24
Corozal.....	140	21	134	50	78	78	56	40	15	32	20	12	18
Culebra.....	12	3	1	2	2	1	2	2	1	1	3	1	1
Dorado.....	16	7	10	14	9	18	12	5	10	10	10	8	8
Fajardo.....	39	30	25	38	30	31	40	59	57	52	45	41	38
Guayama.....	61	36	36	38	56	61	62	61	50	45	49	53	94
Guayanilla.....	30	19	77	36	54	51	52	47	41	36	55	42	83
Gurabo.....	15	23	23	27	30	47	27	25	19	16	12	15	17
Hatillo.....	26	28	23	25	49	32	32	24	20	12	14	13	20
Hato-Grande.....	34	41	51	40	39	50	59	48	36	41	24	38	20
Hormigueros.....	14	12	16	12	112	114	112	(4)	(4)	(4)	(4)	(4)	(4)
Humacao.....	49	43	127	51	67	70	91	73	72	61	56	42	45
Isabela.....	61	58	48	101	98	66	53	41	32	25	27	34	35
Juana Diaz.....	84	55	219	70	140	139	84	89	69	83	67	152	207
Juncos.....	21	21	35	27	38	40	37	38	26	26	26	24	24
Lajas.....	37	32	25	14	28	29	30	34	18	26	13	28	23
Lares.....	85	106	112	138	224	176	133	83	61	50	66	71	97
Las Marias.....	24	42	55	36	59	83	69	45	29	39	33	57	54
Las Piedras.....	11	13	27	15	22	15	113	(5)	(5)	(5)	(5)	(5)	(5)
Loiza.....	14	7	7	14	21	22	21	17	14	12	4	6	19
Lunquillo.....	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
Manati.....	31	39	32	25	46	65	56	36	49	65	41	61	42
Maricao.....	49	60	60	44	64	84	79	51	40	27	37	68	59
Mannabo.....	12	21	60	21	38	37	40	28	23	26	20	16	18
Mayaguez.....	131	161	173	125	158	162	202	159	122	157	180	201	216
Moca.....	59	60	65	84	121	80	45	28	19	16	27	41	51
Morovis.....	21	43	183	38	89	65	60	33	24	23	22	20	17
Naguabo.....	22	21	29	33	46	49	53	50	26	31	22	20	30
Naranjito.....	5	25	63	41	41	35	32	14	19	17	14	10	12
Patillas.....	22	20	112	62	47	58	71	61	34	46	34	35	50
Peñuelas.....	29	21	29	37	61	51	58	43	43	24	50	79	80
Ponce.....	174	137	410	266	254	251	273	202	175	226	310	392	431
Quebradillas.....	24	13	21	29	32	36	26	20	14	7	20	17	17
Rincon.....	22	12	18	22	23	36	20	16	21	16	18	15	21
Rio Grande.....	127	28	34	35	30	55	51	50	39	130	128	27	24
Rio Piedras.....	20	27	39	37	58	51	32	32	33	43	21	27	31
Sabana Grande.....	44	33	38	36	49	46	41	30	26	34	29	30	46
Salinas.....	117	17	22	18	24	20	30	21	28	18	24	28	20
San German.....	67	74	55	84	122	95	84	68	34	40	50	62	65
San Juan.....	61	35	66	61	74	100	85	85	89	123	97	94	85
San Sebastian.....	68	51	51	74	95	81	55	46	26	27	21	32	34
Santa Isabel.....	112	12	8	6	14	14	16	17	8	14	9	21	28
Toa Alta.....	10	12	19	25	37	26	24	20	21	30	120	11	13
Toa Baja.....	17	6	3	1	15	10	11	7	5	16	16	7	5
Trujillo Alto.....	6	22	10	30	9	11	14	8	4	9	6	11	5
Utua.....	218	309	884	285	308	454	318	198	133	133	153	198	219
Vega Alta.....	12	17	20	25	36	31	18	13	12	10	19	4	6
Vega Baja.....	122	21	26	39	44	42	48	34	19	31	16	24	13
Vieques.....	19	12	20	15	18	18	13	11	10	15	15	26	19
Yabucoa.....	21	28	341	30	60	67	54	43	34	27	21	22	29
Yauco.....	108	122	120	139	197	220	185	140	86	92	101	159	246

¹ Estimated.² Included in Manati.³ Included in Fajardo.⁴ Included in Mayaguez.⁵ Included in Humacao.

PLANTERS' RELIEF.

STATISTICS OF PLANTERS' RELIEF.

By reference to the preliminary report of this board (p. 298) it will be seen that from the inception of its work the danger of free distribution of food was appreciated, and every effort made to minimize it. No food for the able-bodied man unless he worked for it, was the first rule the board promulgated after the immediate danger of death from starvation was averted.

Many plans to employ labor were discussed and tried, but none seemed to promise so much from every point of view as that which afterwards became so generally known under the designation "Planters' relief."

In the very beginning of the work this plan came up for consideration, but was temporarily put aside because of the allegation that it would be delivering the laborer over to the none too tender mercies of his employer, who not only would cheat him, but, by withholding food, might even deprive him of existence.

But the farms must be restored and planting must go on, or crops could not be raised. All this meant the employment of labor, and labor was not obtainable without an equivalent in something. This something the farmers had not, and could not get, unless this board would come to their assistance by making them its agents to distribute food under well-defined restrictions. The employment of labor in the haphazard way which obtained in the period immediately following the hurricane had proved anything but a success. In spite of our every effort the country was being pauperized, and the peon was reaching that stage when he refused employment from the few who had the wherewithal to buy labor. The situation was most unpromising, and its logic was to force the board to a closer study of the plan of planters' relief.

After due deliberation the board addressed the following letter to the Agricultural Bank, the Spanish Bank, and De Ford & Co., bankers, all of San Juan, and to Credito Ahorro y Ponceño of Ponce.

SEPTEMBER 14, 1899.

SIR: The board of charities, after serious study of relief problems now presenting in Porto Rico, has concluded that the extensive distribution of food to the destitute, rendered necessary by the recent hurricane, and which, unless properly managed, threatens to pauperize the laboring classes, may be made to benefit them and the proprietary class, upon which in any event they must ultimately depend.

The proposition shapes itself somewhat as follows:

The board will furnish to proprietors whose lands have been devastated and who are in financial stress, enough food to feed a stated number of peons and their lawful families, as long as there is food at its disposal or until a new crop can be produced.

In return for this the proprietors must agree to require of the able-bodied men, so employed, a full day's work.

They will also furnish such assistance in the way of material as they may be able, to help the workmen to properly help themselves.

They will also agree, so far as in their power lies, to prevent the misapplication of aid supplies, and their issue to any able-bodied man who fails to render an equivalent in work, either on the plantation or elsewhere in their neighborhood.

The board requests that inasmuch as this food is a gratuity, the proprietors will furnish their peons with a small parcel of ground in which to plant seed to be furnished by him or this board and will render such assistance as may be necessary to enable their laborers and their families to live at least as comfortably as they did before the hurricane.

Appreciating your extensive acquaintance with the best class of Porto Ricans' planters, and realizing that your interests in Porto Rico as a whole, rather than

your personal interest in individuals, will actuate your answer in so vital a matter, I have the honor to ask that you will kindly furnish this board with the names of such proprietors as you believe will undertake to carry out this proposition with due consideration of their employees and appreciation of the efforts of this board to carry out the rule of action it has laid down, that "No Porto Rican shall die of starvation and no able-bodied man shall eat the bread of idleness."

I remain, very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of the Board.

These were answered as follows:

BANCO TERRITORIAL Y AGRICOLA DE PORTO RICO,
September 15, 1899.

PRESIDENT OF THE BOARD OF CHARITIES,
San Juan, P. R.

SIR: We highly appreciate the contents of your favor received yesterday, and have the pleasure to extend to you our congratulations upon your wise conclusions regarding the distribution of the relief supplies which the charitable Americans have donated to the destitute of this island who were sufferers from the recent hurricane.

The proposed measure will furnish food and clothing to the indigent laborers and at the same time will be a great help to the proprietors who from lack of funds are unable to restore their farms. These will also prevent able-bodied men who refuse to labor from getting food. There is no doubt that the planters will meet the requirements of the board over which you so fittingly preside, properly disposing of the material issued to them, not only for their own benefit but for that of the people at large. This bank, with view to most efficiently aiding your board, will request the planters whom we believe reputable to give their opinion upon this matter, and we shall impress them with the efforts the board is making to this end. We would be very glad to furnish you with any information that you may think we can give, in order to carry out your plans.

Very respectfully,

VICENTE ANTONETTO,
Director and Manager.

CREDITO Y AHORRO PONCEÑO,
Ponce, September 28, 1899.

Mr. JOHN VAN R. HOFF,
President of the Board of Charities of Porto Rico.

DEAR SIR: Having acquainted ourselves thoroughly with the plan contained in your favor of the 14th, the purpose of which being the making more effective the distribution of provisions to the working classes in the country, we beg to state that we consider it very opportune, and that its results will be almost instantaneous.

Complying with your request, we beg to inclose a list of the proprietors of the barrios of Ponce whose properties have suffered to a greater or less degree on account of the hurricane of the 8th of August, and I have no doubt that these gentlemen will accept the conditions of your board and comply honorably with that which is intrusted to them.

Applauding the noble purposes of the board in favor of this country, we beg to sign ourselves,

Yours, very respectfully,

E. SOLAVA,
Managing Director.

BANCO ESPAÑOL OF PORTO RICO,
San Juan, P. R., September 29, 1899.

PRESIDENT OF THE BOARD OF CHARITIES OF PORTO RICO.

SIR: Your circular of the 14th instant was duly received and put before the council of the bank for its consideration and careful examination was made of its contents.

The bank appreciates the kindness of the president of the board in having furnished them with a copy of the documents above mentioned, and realizes the great interests displayed in carrying out the laborious task intrusted to the board. They consider it most difficult, because all the efforts and best desires of the charitable people of the North American continent will be unfruitful if the food contributed by them does not reach the hands of the needy, or is made the subject of sordid speculation, or instead of mitigating the hunger of the sick and of the worthy indigents it is turned over to the idle and shiftless.

The bank feels that the board will meet with great difficulties in the course of he relief work.

Perhaps, honorable sir, you are not ignorant of the fact that great trouble has already arisen from the distribution of food, despite the supervision of persons invested with authority. This is the reason why, in many cases, charitable people have refused to accept any charge connected with said work as the only way to avoid the trouble, and even hatred, that the duties of such a position would cost.

Another reason is that our laborers have always been paid at least part of their wages in cash, and consequently they now refuse to work in many instances.

In consideration of the foregoing the bank would advise that part of the relief material be sold and the money so obtained be given in payment of part of their wages. By so doing labor would be easily obtained and the actual condition of the merchants would improve; the free distribution of food constitutes a great danger to the merchant as well.

It has been the custom of the planters for many years to assign to their laborers, who are generally known as "agregados," small parcels of ground in which to plant seed, etc. This is done in many parts of the island, but in the districts of Humacao, for instance, the planters refuse to do it, owing to the great damages that the so-called agregados caused to their farms.

The bank begs to submit the inclosed list of planters, who are known to be worthy people, and at the same time recommends that the alcalde and municipalities be requested to send their reports upon the same matter.

We beg to remain, very respectfully, yours,

CARLOS M. SOLER, *Subgovernor*.

On the next day the board published the following open letter, addressed to the reputable planters of Porto Rico who were in financial distress:

With a view to the mutual benefit of the proprietors and the peons, and to enable this board to so distribute its supplies that no person shall be permitted to die of starvation and no able-bodied man to receive food without working for it, the following is submitted for your consideration:

The board of charities of Porto Rico will furnish to reputable proprietors, whose lands have been devastated and who are in financial distress enough food to feed a stated number of peons, now destitute, and their lawful families—the number of laborers on any plantation to be determined by the amount of work to be done. This food will continue to be supplied so long as such is at the disposal of the board, or until sufficient time has elapsed for the production of a new crop of the usual food. One ration, or 1 pound of food, will be given the laborer for each full day's work, and his family shall receive like rations gratuitously; but not unless the man works when he is able to. Under no circumstances will the donated food be regarded as wages to pay for labor, but simply as material to prevent starvation; and it must not be sold by the proprietors to anyone, for any purpose or at any price.

In return for this the proprietors must agree to require of the able-bodied laborers employed under these terms a full day's work for the usual number of working days every week. They must also agree—

First. To furnish such assistance as they may be able, in the way of material, to help their workmen to restore their dwellings.

Second. They must assign to each of their laborers a small parcel of ground in which to plant seed of food plants (to be supplied by them or this board), and will see that such seed is properly planted and cultivated.

Third. They will render such assistance, as in their power lies, to enable their laborers and their families to live, at least as comfortably as they did before the hurricane.

Fourth. For their own protection and for that of their laborers and this board, they must agree, so far as in their power lies, to prevent the misapplication of relief supplies and their issue to any able-bodied man who fails to render an equivalent in work, either on their plantations or elsewhere in their neighborhood.

Fifth. They will report to this board at the end of each month the number of peons employed, the number in their families, and the total amount of food received and issued.

Sixth. And finally they will be required to transport the food issued to them for the above purpose, at their own expense, from the most convenient official depot of this board to their plantations.

Nothing hereinbefore written will be considered as preventing proprietors from entering into any proper agreement with their laborers which may be to their mutual interests—such as future payments in money at the usual rates for present work, etc.

Should the foregoing meet your approval, and should you desire to avail yourself of the privilege herein set forth, you will please advise this board accordingly, giving the following information:

1. Name.
2. Address.
3. Number of acres cultivated.
4. Character of crops.
5. Percentage of loss from hurricane.
6. Number of laborers required.
7. Most accessible food depot.
8. Probable time assistance will be required.
9. Reference in the city of San Juan.

A copy of this letter was transmitted to each division inspector of relief for his information.

September 18 the following letter was received from the division inspector, Humacao:

I have received your kind letter. It has been my intention to write to you ever since the hurricane and to try to set forth a few things which have been troubling me. I have taken a good many rides over the country and conversed with every intelligent man I could find. Probably I will not say anything that is new, but I will have eased my mind anyway, so I am obliged to you for the chance.

In the first place, we should look on this country as practically in a state of slavery, where the peons are still the slaves and retain the name, and the planters are the masters. The peons squat on the land, and their right to do so is not questioned. They plant each a small patch of corn or beans or potatoes against starvation's day. They look to the masters for work at 50 centavos a day with breakfast, and 55 centavos without breakfast. This cash is the easy change from slavery by which the planter transfers the labor of finding his peons. The money is spent at once in buying codfish from Nova Scotia, rice from India, and beans from the United States. This is simply because it is cheaper to do so than to raise the stuff. The land is too valuable to be used in raising food. Considering for the moment that cattle is not a food, just think of the pasturage when an acre of land will raise and support a steer. I speak of cattle in this way because it is not a poor man's food and is principally raised for export.

This state of affairs is logical—i. e., not raising food because a more valuable crop is possible—but it is logical only so long as there is money in circulation. If a man has no money, he is not benefited by the cheapness of food and would be much better off if he had planted. Another reason why food is not raised in Porto Rico is the fact that nothing in the line of provisions can be stored and kept from one season to another. We see how soon our commissary supplies spoil in this damp climate. Flour three months on this island has to be condemned, corn meal grows musty, beans the same, pork and bacon get skippery. Potatoes rot in the ground as well as out of the ground. Corn kept in the crib for years, as in Illinois, is impossible, and every ear must be hung up by itself. A planter can not lay in his winter stock of provisions, as in the United States.

Notwithstanding the scarcity of provisions, therefore, we may count on things running along as usual, for it is simply the natural state of affairs, if the landowners continue to employ the peons. The danger lies not in the ruin of the poor, but in the ruin of the rich. The poor rebuild their shacks in a day and have a better home than before; but as soon as some event causes the rich to cease the hire of labor the trouble begins here, as elsewhere, for the poor soon use up their small supply and will have no money to buy more.

In this district of Humacao sugar is the principal crop. At the outside it is damaged 15 per cent. At this time of the year it must be weeded and worked, affording a chance for a large number of hands. But there is not more than one chimney from here to Arroyo; not one sugar mill is in condition to grind the cane.

It will take many thousand dollars to put the best of those I have seen in condition for work. Cane gets sour quickly and spoils rapidly. What is to be done?

The plan is to divide up the expense and loss by putting up a "sugar central," or single mill, for each district or large valley, where all the cane about can be aken. This involves an arrangement among the owners, many of whom are in Europe, and it involves prompt work and much money. These are very unfavorable conditions, considering that the mills should be ready by January 1.

It is to be feared that some may find it necessary to abandon their crops on account of the lack of the capital necessary. So far as I know, the planters are making great efforts, but information on this is hard to get and comes to me slowly. They may be even abandoning their fields now, but if they do it will increase the suffering greatly.

If some way could be devised to get American capital available for the regeneration of these sugar mills, it would do much more good than a fleet of transports loaded with food.

Coffee, so far as I have seen, is ruined for this season at least. It is not a large product of this district, though. The trees are stripped of their berries and leaves; the shade trees are blown down. I have seen many trees putting out buds and leaves, but the question of their utter ruin can not be determined for some months, I believe. Coffee picking is off; all work is practically suspended for this season, and consequently people depending on coffee for work are without a job.

Cocoanuts have lost 90 per cent, but I do not think a great many people depended upon them. Plantains and bananas are about gone. They were a considerable article of food. The plantain has a very rapid growth, though. I believe the sweet potato patches are the best and safest source of food raised in the country. They are practically uninjured by the hurricane. I am told potatoes planted after the hurricane are now ripe—a not very likely story, but in the line of my remarks. Rice is a small crop here; some good fields are to be seen. The fishermen still fish along the coast with nets, baskets, and some seines and boats.

Looking at the district to-day it is hard to see how it is in any worse condition than before the 8th of August, except in the dangerous losses sustained by the lords of the land. From what I have seen of the eastern end of the island I would say that Fajardo, Ceiba, and Juncos have suffered a loss that is not appreciable, so far as the necessity for relief is concerned. Arroyo and Piedras have suffered a little and need a little relief. Humacao, Yabucoa, and Maunabo have suffered a great deal. Comparison with the figures in your recent circular is not necessary. Yabucoa seems to have been the center. The place is utterly desolate, even now. I see no chance for it to repair its injuries. In Yabucoa 26 people were killed in one house.

In my district the places which have suffered least have been crying the most, and actually getting the most supplies sometimes. I must say that I consider the want and suffering as greatly exaggerated, and I freely admit so much of the error as I am responsible for. I don't know that I understand what is meant by indigent people. In my opinion the whole barefoot population is indigent—that is, they are idle, shiftless, without ambition, and will not work, except under the prospect of starvation. This does not mean that they ought to be fed. I fear the issue of rations is missing its good intent. It seems impossible to better it except by a new and strict rule. It is too much to expect these commissaries and charity boards to have high ideas of duty when they are not working for pay, and every time they refuse rations they make an enemy in the place where they live.

I propose then a new rule for the entire island of Porto Rico, subject to one exception. The rule is, give no rations except to sick, wounded, widows, orphans, aged, and paupers.

The exception that I propose is as follows: Whenever any planter or employer of labor shall make an affidavit that certain men, named, are habitually employed by him, and that he is no longer able to employ them because of the loss of his property or crops in the hurricane, said persons may receive rations for three months, for themselves and families. A list of able-bodied men to whom rations are thus issued shall be kept by the employer who makes the affidavit and by the comisario of the district. When work is obtainable for these men the issue ceases, and the men receiving rations will sign a written agreement to hold themselves ready to work for public purposes at whatever time they may be called on. Fraud to be punished. I think such a plan would have some chance of success. At all events the present plan has failed in its object.

I might speak of the island of Vieques, which claims that it is in need of 400 laborers, but I have imposed too much on your sense of duty by asking you to follow me through 14 pages, and I am always,

Sincerely, yours,

EBEN SWIFT.

Which was replied to at once as follows:

Thank you for your very valuable and interesting letter, which reached me to-day and upon which I have pondered. Your propositions are incontrovertible. Porto Rico can not be rehabilitated until the proprietors are on their feet again, and many of them can not be placed there until some laws now obtaining are changed and new ones made. Just at this moment the board is preparing a scheme by which we will, so to speak, enter into partnership with the proprietors by furnishing them food to feed their laborers while a new crop is being produced. The scheme is not absolutely ideal, but we must try everything to get these people to work, if we must feed them to keep them alive, and much of that work should certainly go into the farms of those who at present have not the wherewithal to hire labor. The proposed plan accords with the patriarchal scheme set forth in your letter, for, as you say, the relation between the peon and the planter is practically the same as between master and slave, with a difference in favor of the latter. What you say about food production seems to me to be open to certain modifications. I am impressed with the idea that most of the food Porto Ricans eat is raised on the island, and that it has practically all been destroyed. The number reported destitute is an ever-increasing one, and I can not believe that we are being universally deceived. On the contrary, I have expected this from the beginning, for when the meager supply of food that this people had was consumed and the windfalls of fruit from the storm had disappeared there seemed to be nothing left but importation or starvation.

I think worse is to come, and unless we perfect our organization and get everything running smoothly we are likely to have riot, bloodshed, and murder. As Macomb says: "A man will not go hungry or allow his family to suffer if his neighbor has anything that will prevent it." I think you wouldn't, and I am sure I wouldn't, even if it came to a life or death question. You say that your district is in no worse condition to-day than before August 8, except in the dangerous losses sustained by the lords of the land; which goes without saying, since they alone had anything to lose, save in one direction, food—which bounteous nature produced for all and destroyed in a night. To be sure, if the proprietors had money they could employ labor, and labor could then buy food with its wages, which would have made a simple problem for us; but, alas, they have no money and we must as a consequence, I fear, feed not less than 250,000 people for many weeks yet.

By our standards the whole peon population here is indigent; but my definition of the word for present use is starving. It seems to me that the habitations and clothing are secondary to the one essential—food; for mankind must eat to live, and moreover they should eat by the sweat of their brows, and here is the proposition in a nut shell—food for the hungry and work for the able-bodied men.

We certainly can not let people starve to death, and most of these people are on the verge of starvation all their lives. Your rule is a good one, but it is too comprehensive—sick, wounded, widows, orphans, aged, and paupers. Who are left? Possibly 10 per cent of the able-bodied men, who, if not surreptitiously fed by the above-named will starve, whereby we lose the only wage-earning part of the population.

The last part of your letter is practically embraced in the scheme of which I inclose you a copy, and I hope it will work. Certainly if the proprietors take it up they will see that the peons work, while we can see that they are not misused.

Again thanking you for your letter and the good work already done by you, I remain,

Very sincerely,

JOHN VAN R. HOFF,
Major and Surgeon U. S. A., Chief Surgeon.

Very soon after the publication of the open letter applications from distressed planters began to arrive in numbers far surpassing expectation; for the board, basing its calculations on the best obtainable information, had estimated that not more than 500 planters would take advantage of the plan, whereas it actually received and now has on file 12,000 applications.

The estimate of the number of distressed planters was about as close as that of the time of the arrival of a new crop of bananas. Both were based upon such public opinion as we came in contact with, and both were far wrong. Evidently only the great plantations, some 2,000 in number, were considered.

The following estimate, based upon information obtained during the progress of the work, is believed to be approximately correct:

Estimated number of farms in Porto Rico.

Divisions.	Sugar.	Coffee.	Tobacco.	Fruit.
Bayamon, including San Juan.....	88	275	-----	2,446
Arecibo, including Manati.....	38	396	66	2,849
Aguadilla, including Lares.....	40	300	-----	2,394
Mayaguez, including San German.....	90	778	-----	2,535
Ponce.....	49	7,453	570	9,260
Guayama, including Arroyo, Caguas, and Cayey.....	38	2,034	40	3,563
Humacao, including Fajardo.....	-----	317	-----	1,892
	403	11,553	676	24,939

Grand total, 37,571 plantations of all kinds.

From the foregoing it will be seen that the number of planters who applied furnishes a very fair index of the amount of general indigency in Porto Rico, about 33 per cent.

The service of information in this department of the work consisted in the statement of the applicant, which embraced the facts required in the open letter above quoted, the confidential statement by a reference, and an investigation and report by the division inspector.

If the replies were all favorable, an agreement was filled up (in duplicate) and returned for signature.

It will be seen from the following translation that this agreement was quite comprehensive:

SAN JUAN, P. R., ———, 1899.

I, ———, manager (or proprietor) of ——— acres of cultivated property in the barrio of ———, municipality of ———, Porto Rico, for consideration hereinafter named, do hereby agree to the following:

1st. To provide work on my plantation for ——— able-bodied men for ——— weeks, requiring from them at least eight (8) hours' work each day for six (6) days each week.

2nd. To render assistance to these laborers in the reconstruction of their homes and towards making them and their families at least as comfortable as before the hurricane of the 8th day of August, 1899.

3rd. To assign to each a small parcel of land, not less than 10,000 square feet, in which to plant seed of food plants, and to see that such seed is furnished and properly planted and cultivated, the product of such cultivation to be the property of the person to whom the plot has been assigned.

4th. To furnish each person so employed with as many pounds of food for each and every day's work which he performs as there are legitimate members of his family, excluding adult males not working on my farm.

5th. To make careful investigation to assure myself that no member of the family of the person so employed by me is receiving relief supplies from any source except through myself, and that no issue is made for any person who is receiving other means of subsistence.

6th. To keep strict account of all food received and issued, and to issue no more food than the amount called for in paragraph 4.

7th. To report to the board of charities each month the number of persons employed by me, the number composing their families, and the amount of food received and issued, and any misuse of relief supplies that may have come to my attention.

8th. To transport the required food supplies from ——— to my farm each week.

In consideration of the foregoing the board of charities of Porto Rico agrees to furnish ———, barrio of ———, municipality of ———, at its convenience and so long as such is at its command, an amount of food approximating one (1) pound per day for each person employed by him in working his farm and each member of said person's family. But nothing in this agreement is understood as holding the board of charities of Porto Rico liable in damages or otherwise for any failure to supply the whole or any part of the food hereinbefore mentioned.

It is further understood that any misapplication of relief supplies by the proprietor or his agents will be cause for the prompt annulment of this agreement and his prosecution under the requirements of General Order, 124, Headquarters Department of Porto Rico, dated August 19th, 1899.

Witness: _____.

_____,
[Signature of proprietor or manager.]

(Duplicates.)

DIRECTIONS.—This agreement must be signed and witnessed in duplicate. Both copies will be sent to the board of charities of Porto Rico at San Juan, and, if approved, one copy will be returned to the signer.

If honestly kept the results could not fail to be satisfactory.

Certainly something had to be done with the means at our command, food, to avoid a dilemma, one horn of which was starvation and the other pauperization.

It must be understood that the board had little or no money and absolutely no means of obtaining any, and its fear was that even the food would not be available. But it never failed to appreciate the gravity of the situation.

The Rev. A. B. Rudd, special inspector of this board, wrote September 20:

Allow me to repeat what I have said in former reports. Unless some plan can be devised whereby the landowners may begin work on their plantations this charity work will have to go on indefinitely, and each day it is continued the condition of the people will be rendered more critical. The plan spoken of in a recent issue of the San Juan News (Planters' Relief) seems to me to look in the right direction.

October 18 the alcalde, Ciales, forwarded a resolution of the municipal council asking that the planters who had solicited assistance from the board be helped at the earliest practicable moment, as the present situation does not admit of delay, which might be fatal to the maintenance of public order.

It is absolutely impossible for planters to employ laborers at their own expense, as the hurricane has left them without means.

This paper was referred to the division inspector, Manati, and returned with the following indorsement:

Respectfully returned. The local board wishes the planters to have the rations for distribution, as they think in this way the deserving will be more likely to get them. Under the present method in many cases it is impossible for the local board to discriminate the deserving from the undeserving. Rations have been sent all over this district, medicines have been supplied, and everything possible is being done.

October 9 Mr. Echevarria, a planter of Gurabo, who ultimately received a large amount of food from the board, wrote:

I have just received your esteemed circular, which I have filled out, and confiding in your condescension I take the liberty of making the following observations:

The harmony which is so necessary between proprietor and peon can not now exist in this island as it always has to such an extent as to be envied by other countries. The reason is very simple; the proprietor is deprived of his credit on account of the loss not only of his crops of coffee and minor products, but also everything he planted, making it necessary, so to speak, for him to begin all over again, such was the intensity of the hurricane which wrecked everything. I, who had invested everything I had in plantations, remain without even enough

resources to support my family; therefore, if I am not able to get the board to lend me three or four hundred dollars for the purpose of building my house and barns, of very little use would it be to me to clear my coffee plantations of the large trees.

The laborer will demand wages besides his food and the ration of 1 pound for himself and family, and where am I going to get it? It is necessary to be in his position in order to be able to know what the proprietor of moderate means suffers.

Nobody is able to sustain himself with provisions only; it is necessary to dress. For this reason I asked in one of my former letters for common clothes for men and women, in order to pay wages with these. I believe that the twelve laborers which I stated I required for three months for the first cultivation in the plantations will be contented as soon as they know that besides food they will have clothes.

As regards what I have stated about my farm: Its value to-day is \$6,000, it having lost \$9,000 of the \$15,000 it was valued at in the tax assessments of 1899-1900. If I am helped with 30 per cent of the \$6,000 I will begin to repay this amount four years from the present time, at the rate of \$300 a year, until the debt is canceled, always giving this debt the preference. The period of three months is necessary for the first weeding and the replanting of the plantations, bananas, and coffee trees, which have been torn up.

I have given the name of Dooley & Co., because they know me, that of J. Ochoa & Co., because I have sold them coffee, and the firm of Esquiaga, to whom I formerly sold coffee. I make these explanations in case they are required. Among the provisions it would be well to send some corn meal, which is a strong food for the peons. Some native chewing tobacco in coils would also be very acceptable, for all like it.

Last Tuesday, September 26, an American was here, and he inspected the farm with my son and saw the damage done by the hurricane. I hope you will attend to my request. I am at your orders.

October 12 Mr. Amadeo, of Barros, wrote:

Since I had the honor of an interview with you a few days ago I have found out on returning to my native town that the food stuffs so generously donated in the United States for the relief of our starving poor are either not wisely distributed or else do not reach the remote districts, where roads are nonexistent and misery is dominant.

In order to remedy this evil, I beg to propose the following remedy, which will both afford relief to the hungry and to the agriculturist left without crops or capital by the hurricane. The remedy is:

First. To hand over portions of provisions and clothing to agriculturists of known probity, who will employ labor on their farms, paying therefor in provisions; thus renewing the cultivation of their crops, and giving food to deserving workers.

Second. Allowing said agriculturists to exchange food for clothing, or vice versa, at the merchants' stores, when either is more urgently required than the other, sending vouchers for such transactions to the board of charities.

This method of relief could be extended by the agriculturists to such portions of rural roads as connect their properties with adjoining ones.

The effort to relieve the distressed planter had scarcely been well started before the board was brought face to face with the fact that following the Spanish rule of law we would be forced to regard all planters as suspicious until they had proved themselves above it; rather than our own more benign method.

Two cases were so glaring that the board felt constrained to publish them as a warning to others. The matter was presented as follows:

The difficulties which the board of charities labors under in its efforts to feed the hungry, help the distressed planters, and prevent able-bodied men from eating the bread of idleness are many and trying.

The plan of a combination between the board, the needy planters, and the peon is now being put into effect, and good results are hoped from it. The modus operandi is as follows:

The planter makes application to the board (on a blank furnished by it) for food for the stated number of peons (laborers), giving various statistics as to his financial condition and the name of some individual, preferably a resident of San Juan, as reference.

The board sends a confidential letter to the reference, requesting certain information regarding the applicant. It also sends a letter to the commanding officer of

the division in which the planter resides, asking that he have the man investigated and submit a recommendation of approval or disapproval of the application. Through this means the board is enabled to take intelligent action upon each case. That the planters do not always appreciate the objects of the charity now being extended to the starving in Porto Rico is evidenced by the following cases which the board is happy to say are exceptional.

Application No. 1.

Señor ———, of ———, applied for food for his laborers and their families under the provisions of a circular letter from the board of charities of Porto Rico dated September 14, 1899.

He reports that he has 200 acres of land under cultivation, chiefly in sugar cane; that his losses from the hurricane amounted to 24½ per cent of the value of his property; that he requires 100 laborers to work his farm; that the food deposit most accessible to his is at ———, and that he will require food for twelve weeks.

He refers to ———, of ———.

Application No. 2.

Señor ———, of ———, reports that he has 150 acres of land under cultivation, chiefly in coffee; that his losses from the hurricane amounted to 75 per cent of the value of his property; that he requires 25 laborers, etc.

The references in the above cases were written to, but as their communications are confidential nothing further will be said concerning them. The commanding officer of the division in which these distressed proprietors reside was then addressed as follows:

"Will you kindly investigate the standing of these applicants in their community and the statistics above set forth and submit your recommendations in regard to placing them on the distressed proprietors list of this board. Upon receipt of your communication (if favorable) agreements to be signed by the applicants will be transmitted through you, which, when signed, you will please return to this board," etc.

In reply to the above the following was received:

"SIR: Your communication of October 7, 1899, and received October 12, 1899, relative to the standing and losses sustained by Mr. ———, is hereby replied to.

"Mr. ——— and Mr. ———, the gentlemen mentioned in your letter of inquiry of October 7, 1899, are of excellent standing, and as far as I can ascertain their statements of losses sustained during the storm of August 8, 1899, are fair and conservative.

"Mr. ——— has, I am informed, some 4,000 acres of land near ——— and vicinity devoted to ———. He has sugar plantations very near ——— of some hundred acres; on this was his greatest loss sustained.

"Mr. ——— has a coffee plantation near ———. His estimate of 75 per cent to be destroyed is conservative.

"As to your question of Government aid in issuing rations to laborers, the employees on these places, I am at a loss for an answer.

"Mr. ——— is reputed to be the richest man in this section of the country. His wealth is estimated to be \$1,000,000 (Porto Rican money).

"Mr. ——— is also by common repute wealthy. He now contemplates sending two sons to school in the United States, and himself announces his intention of spending a year in the United States and in France.

"There are men with much less money than these men who are actively working to repair the damage done by the storm.

"Of all men in this township they are the most able to get men and pay them in cash for their work.

"Others (———, ———) have all the men they want at 40 cents per day (Porto Rican money).

"I think after gathering all the facts that I can, that this is the most outrageous demand I ever heard of.

"Very respectfully, your obedient servant,

"———."

What hope is there for the present generation in Porto Rico if the conspicuous men on the island have so little appreciation of honor, indeed of common honesty, that they can permit themselves to descend to such practices? We occasionally hear of the misapplication of the relief supplies by the lower classes—poor people who are hungry every day all their lives—but what can be expected of them if those they have been taught to look up to, almost as slave to master, ask charity

from a kindly people, masquerading as suffering for the necessities of life when in reality they are living in the lap of luxury. The representative men of Porto Rico must learn that before they and their citizens can take their places in the line with the enlightened people of the world, they will have to adopt the same standards of honesty and truthfulness that actuate such people.

The first applicant approved by the board (September 26, 1899) refused to sign the agreement for reasons as follows:

I have the honor to state that as the hurricane destroyed my plantation and house and left me without resources of any kind, it is evident that, having lost the coming crop of coffee—all I had on which to borrow money—I will in no way be able to resume my agricultural pursuits.

Having examined the conditions of the agreement with the board, I have decided that the above circumstances do not permit my signing it. I therefore respectfully return it, because I do not wish to have to render bad accounts of such a sacred trust as that which would be confided to my care.

The second applicant approved also declined to sign for the alleged reason that if he kept his agreement it would cost more than it came to. But those who declined were but a small proportion of those who applied.

Some hitches occurred in the distribution of food to planters, as illustrated in the following:

I have the honor to state that up to the present date I have been unable to get the provisions which are to be delivered to me according to my contract with the board. At a cost of \$12 I sent pack trains to fetch these on two occasions. The first time they were not delivered because the provisions had not yet arrived in Bayamon, the second time because the order for their delivery was addressed to the corporal in charge of depot in Naranjito instead of to the first lieutenant at Bayamon. I therefore request the board to give me an order to receive the supplies once a month in Bayamon, as, on account of the rains, the river La Plata which has to be passed, becomes so swollen that the crossing of it is very difficult.

This letter was referred to the noncommissioned officer at Bayamon, who returned it with the following indorsement:

NOVEMBER 2, 1899.

Respectfully returned to the board of charities of Porto Rico.

Mr. Modesto Archilla applied here for rations on the 30th of last month, which were issued to him in compliance with an official order from the board of charities. He also applied for rations once before, which were not issued, as the order for issue was not at this office, and I was not aware that such order had been issued. In regard to issuing rations for more than one week at once, this is not desired by the board of charities. In my judgment such should not be issued for more than one week at a time.

The added work entailed upon the administration and inspection made large demands upon time that could ill be spared.

Practically all of the delay in executing the agreements occurred during the period of investigation. And finally we were almost inevitably forced to fall back upon the local authorities for information, with every assurance that the incumbents would favor the applications made by their own partisans, and delay those of their opponents.

The agreements were usually made for a fixed period, and frequent applications were received for an extension of time or an increase of the number of laborers. As the months rolled on and the situation, due to well-known economic causes, continued critical, it became the rule to extend the agreements, when approved, so that we could get food to the hungry at their own doors, and thereby keep them from congregating in the cities, with all the attendant evils.

The board required that food should be drawn by the planter, or his legal representative, each week, and that no back rations should be issued. It also required that a monthly report of distributions

should be rendered. In fact, it made excellent rules, many of which it found difficult in having obeyed, for the inspectorate was not strong enough to watch the majority of a million people, who were all apparently struggling "to get something for nothing."

It will be recalled that in the beginning it was estimated that relief would be necessary until the 31st of December, 1899, and its ending would be marked by the arrival of the bananas, or money in some form, and on November 16 the following circular letter was issued:

Referring to the issue of rations to needy proprietors, you are respectfully informed that such rations are to be issued only for one week at a time, and that no back rations will be issued. This board does not intend to continue the issue of rations after the 31st of December, 1899, and desires to materially reduce the issue of relief supplies after December 1, 1899.

But neither bananas nor money appeared, and month by month the time of closure was reluctantly extended, though no new orders to planters were issued.

Finally, early in March, when conditions were quite as bad as any time during the course of the work, the following was received by the military governor:

WAR DEPARTMENT,
Washington, February 27, 1899.

SIR: I have to-day telegraphed you as follows: "I have ordered 500 tons provisions shipped by next transport. You are authorized to largely increase issues of rations through coffee planters to all persons who will work on their plantations. Further explanation by mail." A great deal of delay will evidently ensue before final action by Congress on legislation to Porto Rico, and it is evident that we ought to give such relief as is possible in the meantime. We have about \$1,700,000 of the War Department emergency fund placed at the discretion of the President by Congress at the last session, and out of which we have been paying for the rations already furnished. The Senate Committee on Porto Rico is desirous that a considerable portion of this should be applied toward the relief of the distress and, if possible, securing much-needed work on the coffee plantations; and to secure this they have unanimously reported to the Senate a proposed amendment to their bill to provide civil government authorizing the new government to issue bonds "and to reimburse the United States for all moneys which have been, or may be, expended out of the emergency fund of the War Department for the relief work of the industrial conditions of the island caused by the hurricane of August 8, 1899." This, of course, carries an approval of the application of the emergency fund for the purpose indicated, and we have secured the assent of the President to further expenditures on a liberal scale.

Mr. Amadeo informs me that work is now being done to some extent on 60 per cent of the coffee plantations of the island, and that this has been made possible by the distribution through the coffee planters to the laborers, who have really worked on the plantations for the rations.

I suggest for your consideration, with your greater practical knowledge of the conditions, that this method should be extended; that communication should be opened with the owners of the other plantations, so far as practicable, and that a regular system be inaugurated of furnishing rations through the coffee planters to laborers who will put the plantations in the necessary condition for raising coffee; that this should be done to as great an extent as rations can be made practically effective in producing this result, thus at the same time feeding the hungry and securing the improvement of the plantations, and that you take from the planters an obligation to pay to the government of Porto Rico the value of the rations, with the proper proportion of the cost of distribution, with interest, within some specified time, the obligation to be a charge against the land or the crop, or both. Mr. Amadeo thinks that this would be effective. If in your judgment it would be, you are authorized to take such action, making such modifications in the plan as appear to you to be desirable and regulating your expenditures for the time being upon the basis of the application of, say, \$1,000,000.

Very respectfully,

ELIHU ROOT, *Secretary of War.*

Brig. Gen. GEORGE W. DAVIS,
Military Governor of Porto Rico, San Juan, P. R.,

At the time of the receipt of the above letter rations were being issued to planters as follows:

Divisions.	Agree-ments.	Rations.	Divisions.	Agree-ments.	Rations.
Arecibo.....	71	5,626	Mayaguez.....	140	7,554
Aguadilla.....	1	10	Manati.....	402	15,807
Aibonito.....	21	775	Ponce.....	104	9,636
Adjuntas.....	43	947	San Juan.....	76	3,030
Aguas Buenas.....	23	1,293	San German.....	8	157
Bayamon.....	262	8,803			
Humacao.....	5	235	Total.....	1,155	53,828

Already hundreds of thousands of pounds of food had been gratuitously issued to planters, and, aside from the complicated legal machinery involved in the execution of the scheme proposed by Mr. Amadeo, it seemed that for the comparatively short time it would be necessary to carry on the relief the plan already in operation had better be continued. Moreover, in the opinion of this board, if money was available, it was far better to give it to the peon for his labor on the public roads than to sell it to the planter in the form of food, perhaps to be reconverted into money, and thus fail to subserve the very aim and object of the appropriation.

In this view of the case the military governor sent the following cable:

SAN JUAN, *March 13, 1900.*

SECRETARY OF WAR, *Washington:*

Your letter February 27 received to-day. I recommend that, until all the coffee farms are cleared, the distribution to planters be continued under present scheme. * * * This will take about two months and cost about \$250,000 in food and transportation. Meantime contracts may be let for road work covering \$750,000, work to begin within a month and continue for about eight months. This, I believe, will relieve the distress and enable all coffee planters to clean up. To stop issues on present plan, which involves no cash payments by beneficiaries, and now demand lien on property of same and other planters to secure food will be attended with great difficulty, discontent, and irritation. * * * Expenditures on roads in employment surplus labor is best method of relief I can suggest. Such investment of capital gives visible and permanent assets.

In almost every municipality are some scores, hundreds, or thousands of hungry people who are still being fed, and must continue to be or they will starve. Many are unable to labor or go where labor can be secured.

GEO. W. DAVIS, *Brigadier-General.*

The foregoing plan was approved and the board immediately proceeded to increase its office force to meet the impending avalanche of applications. What the mere clerical work demanded by the handling of 11,604 applications was may be somewhat appreciated when it is noted that each application required the writing of 15 different papers.

To be sure, most of them were more or less in print. But the mere handling and rehandling of 175,000 papers is no small job.

The work which devolved upon the inspectors in investigating the applicants was very irksome and unsatisfactory, and the difficulties which surrounded them were oftentimes almost insurmountable—so much so, indeed, that to the delay and nonarrival of these reports may, in the largest measure, be attributed the inability of this board to enter into agreements with a larger number of planters.

Moreover, several of the most zealous inspectors were so strongly impressed with the conviction that planters' relief was at this time unnecessary and simply a temptation to fraud that they disapproved all applications of this character.

On March 22 the board addressed the following communication:

MILITARY GOVERNOR OF PORTO RICO,

San Juan, P. R.

GENERAL: I have the honor to inform you that in accordance with your instructions this board is completing the necessary inquiries to enable it to supply food to some 3,000 additional coffee farmers, who have not yet directly been supplied with food, to enable them to get labor to clear their farms. It is presumed that this will require an additional issue of 100,000 rations daily. If, then, we continue to issue to the planters now receiving, the total requirements on this account will be 200,000 rations daily, and if we add to this 500 rations for the chronic poor for each of the 70 municipalities, 35,000 rations, we find that the extreme demand will be 117 tons daily or 235,000 rations.

So large an amount of food has not yet been required, and it is not believed that the demand will exceed or even equal 500 tons weekly; nevertheless it will not be far from this amount. The board believes that the continuance of this very undesirable, but under the circumstances most necessary, method of relief should be brought to a conclusion at the earliest practicable date.

Each month since the beginning of the year we have announced that the food distribution would cease with the month, only to find that the new month brought no relief to the distressing situation, and we must continue a form of assistance most demoralizing to the people but absolutely necessary to preserve them from death by starvation.

The seventeen weeks we estimated that relief would be necessary are now rapidly extending to eight months, and the end is not yet.

We trust, sir, that the time has now come when the board can authoritatively announce a date after which no food will be issued, and we beg that you will inform us accordingly.

The first indorsement from the governor read:

Respectfully returned to the board of charities.

It is the opinion of the military governor that, under the authority of the President, as conveyed in the inclosed letter from the Secretary of War (February 27), issues should continue to the helpless poor until such time as it is known that relief in some active form is reaching the needy. In other words, it is desired that at present food issues be continued to those whose starvation would otherwise result, and to the extent of saving their lives. The proposal of the board to add to the list of coffee planters the names of those who have not hitherto been assisted is approved, and the help given to the previously assisted planters should be discontinued as rapidly as practicable.

The aggregate of issues weekly should not exceed 500 tons of all kinds, this to be reduced as it may be found practicable to do so.

Let requisitions be made on the Department for such additional medicines as may, in the judgment of the board, be necessary for three or four months; and as some time must elapse before requisitions for medicines can be filled, recourse should be had to medical supplies in the hands of local druggists at the best purchase rates obtainable.

The military governor does not believe that it will be practicable to wholly discontinue food and medicine issues before the 1st of July, though the volume of issues can probably be greatly reduced below 500 tons per week.

By direction of the military governor:

J. S. BATTLE, *Aid-de-Camp.*

The necessity for careful investigation is illustrated in the following letter:

I have the honor to call your attention to the exceeding discrepancies between the statements made by applicants for charity and the records of the municipality. As far as I can understand, the better class of people do not apply, while the lazy and shiftless are most urgent in their appeals for charity that should have become unnecessary long since. I would recommend some system of investigation before issuing rations to this class, many of whom are evidently making false statements in their efforts to get free rations.

As to the amount of rations to be issued, I would suggest that this be settled in your office, as I have forwarded you the necessary information for deciding upon the matter. As yet I have no idea what amount of rations should be estimated for.

The applications will be forwarded promptly to you, with the information as to the land actually owned and actually cultivated, and the actual products thereof,

as shown by the records of the municipality. The sentiment of this community is against the further issue of free rations.

In the management of the depots and issues the officer on the ground had the widest liberty. He was authorized to suspend issues to planters at any time when in his judgment such were no longer necessary or the agreement was not being observed.

As the agreements were rarely observed, this arbitrary power was never a cause for legitimate complaint, and indeed it was seldom exercised when the conditions did not clearly demand it.

In certain of the municipalities the authorities made every effort to facilitate the applications of their constituents by having blanks printed and furnishing all required information.

In one case the board was so impressed with this fact, and some information it had received from various sources that the facilitating of planters' applications had become a business, that the following letter was sent:

The board is receiving a large number of applications from planters, such as inclosed, which someone has gone to the trouble to have printed.

The board will be glad to have you investigate the matter, with view to ascertaining if any charge is made for having these applications filled up.

To which answer was received as follows:

I have the honor to inform you that I have investigated the subject of your letter of the 28th of March, 1900, and have the following report to make: The alcalde of Bayamon and the leaders of the Republican party here had the blank forms printed, and sent them out into the surrounding districts with a letter, saying for all Republicans who had not received rations to fill out the blanks and send them to San Juan.

As far as I can learn there is no charge made for the blank forms.

From which it would appear to have been a matter of politics, not business.

The interest taken by some of the local officials in forwarding that of their constituents resulted in giving certain districts an apparently disproportionately large number of "contracting" planters. This condition was also contributed to by those of the division inspectors of relief, who, more deeply impressed with the need of this form of relief, were more general in their approval of the applications referred to them.

As frequently stated, this board made it a rule to accept the recommendations of the officer in loco as its safest course, though it was sometimes difficult to reconcile the varying opinions of those whose districts were within almost a stone's throw of each other.

In reopening and extending relief to planters the board availed itself of the services of Mr. Seijo, of Utuado, whose assistance in investigating the applications from planters in Utuado was much appreciated.

On March 30 he wrote as follows:

I have the honor to state that I have, instead of making separate report for each petitioner, made a whole one up to this date, and which contains the real data taken from the municipal record books, although they have large amount of acres under cultivation.

I recommend that should Mr. Benito Quevedo and Mr. Louis Egeral make an application for food, to grant the same.

I would invite your attention to the indorsements on contracts returned, inclosed, of Mr. José Rubert and Gumersindo Quiñones, also to that communication from Antonio Irizarri, and would respectfully ask whether those planters who have not received the rations noted in agreement can claim them from the new supply?

This was replied to as follows:

I have the honor to acknowledge receipt of yours of 30th ultimo, and to return you herewith separate applications to be signed by each applicant, with a letter of

recommendation to be filled in and signed in duplicate. Please return all these papers completed to this office.

Planters who have agreements can present them to the commanding officer, Arecibo, and secure food if the commanding officer deems necessary. A certificate from you would be of assistance to him and them.

No back rations will be issued.

It was out of the question to enter into an agreement with a planter without investigating him, and this was often found almost impossible.

April 6, 1900, the following petition was referred to the board:

BARRANQUITAS, *March 31, 1900.*

MANUEL CARVAJOL et al.:

Respectfully explain the disastrous agricultural and social conditions of the locality, and request the Government to afford them means and relief.

There are a large number of small farmers who own coffee plantations and should be helped with provisions to feed a certain number of laborers.

Impulse should also be given to public works, as a means of giving work to the idle.

There is a great need of a road connecting this town with the "Central Road," and good work might be done in this sense.

This was referred to the division inspector of Aibonito, and returned with the following indorsement:

I am issuing about 2,500 rations weekly at Barranquitas, which is all that I can pack over. Am working about 300 men. At least 150 are working in the Aibonito district and are drawing rations from that point. If rations were issued only to those who need them, 3,000 rations weekly would be sufficient to carry these people through until bananas and plantains are plentiful, which will not be until June.

As to the plantation owners, there is no doubt but that they need assistance, but it is hard to tell who needs rations, for they all tell the same pitiful story, and I am sorry to say that they do not hesitate to prevaricate. Now, if one is issued rations they all should receive them. This would be an immense undertaking, for I have over 30,000 people in my district.

I have come to the conclusion that as long as we can not feed them all, we had better cut the planters off and continue to issue rations as we have been doing. There have been about 150 applications for rations sent me to investigate; some 25 are from Barranquitas, while most of the others are from Barros. This municipality has a population of about 15,000.

I have recommended with a few exceptions that rations be issued to 4 laborers for 25 acres of land for eight weeks, and their families do not exceed 5 each. I did this because the people have not been receiving their share of rations. I did not think at the time there would be so many applicants. If rations were issued to all the laborers called for and for the number of weeks they would require them, each plantation owner would receive rations for at least 15 laborers and they would require them for at least four or five months. They do not hesitate to ask for as many laborers as they have acres of land, and some of them more. About one-third of the road is already completed. If I had the tools which I asked for March 25, I would set more men to work, but probably would not use many more rations. I have no trouble in getting men to work.

An acknowledgement was sent to the writers, stating that food would be issued to the planters who were properly recommended; but that this board had nothing to do with roads, which are controlled by the board of public works.

The following correspondence shows a not uncommon phase of the work which made it oftentimes exceedingly disagreeable to our officers. I find no evidence that the example of the sons of Jacob, who in time of famine went up into Egypt to purchase food, had any effect here. These people, whom we are striving with might and main to help, seem to have taken it as a right rather than a favor, and I question whether there is any widespread gratitude to the United States for all that they have done, but rather general dissatisfaction that more was not done.

I have the honor to report that I have so far been able to draw but two weeks' supply, though I always reported to the relief depot every week without fail. The first week I was issued 1 bag of rice and 37 pounds codfish, not weighed. The second week I received 75 pounds beans, 40 pounds rice, and 8 pounds codfish, which were weighed at Mr. José Colon's store.

This amount is not sufficient, and I can not comply with what I have agreed to. I know not whether these irregularities are due to the animosity existing on the part of the man in charge—Mr. Britapaja—against me, or are merely orders from the board of charities of Porto Rico. I return the order for rations, which may be canceled in case the board refuses to modify same.

This letter was referred to the division inspector, and returned with the following indorsement:

I do not understand the man's statements. He has presented himself at this office but twice, and has drawn his full allowance each time. I have his receipt for both issues for 245 pounds each. I trust that you will pay no further attention to such false statements as these. My business books are open for inspection, and I would like to have you send some one up to inspect my methods.

I have no scales, but we can guess approximately at weights, which, under the circumstances, I think should be near enough measure. I can not always be present at each issue, as my duties in the custom-house take me away, but I make it a point to spend a portion of each day superintending the issue. The interpreter is a man I have the utmost confidence in.

April 4 the division inspector, Manati, reported as follows:

I have the honor to transmit herewith some of the applications for contracts from Manati, with my recommendations on the last page of each application.

The signature appearing above mine is that of the alcalde of Manati, to whom all applications in this municipality were referred for remarks concerning the official records.

I do not favor the issuing of any more rations on contracts, other than on those now approved as I believe that this new list will be as hard to discontinue as the old one has been. I am now issuing rations to alcaldes and comisarios of barrios, and I believe this plan is working very well. There is much fraud perpetrated under the contract system, and I do not believe in 50 per cent of the cases that the peons get what they are entitled to.

There are many, too, living on the farms of contractors who are also drawing rations as proprietors.

I have given the people of this locality to understand that all rations will cease on April 30, and do not believe in issuing contracts extending beyond that date under any conditions. Bananas will be quite plentiful by that time, and work on the roads in the eastern, western, and southern sections of the division begun, so that all rations then necessary to be issued can be done by alcaldes and comisarios.

If they misapply the rations they are responsible to the people and no one else.

The inclosed 24 applications for contracts are only a few that I have had time to investigate. I still have some 575 new applications, which I will forward as soon as I can give them my attention, but as I have before stated this will be followed by another flood of similar applications from others who have not made them, provided there are any proprietors left who have not done this. I inclose herewith a letter from the alcalde of Vega Baha acknowledging the receipt of the 3,000 rations sent him to work his unemployed.

In his letter he says nothing about there being many in that condition in his municipality, nor did he when I passed through that town about two weeks ago.

I had one delegation of unemployed here. The entire delegation was put to work on the target range for a few days, and I have not seen a delegation since.

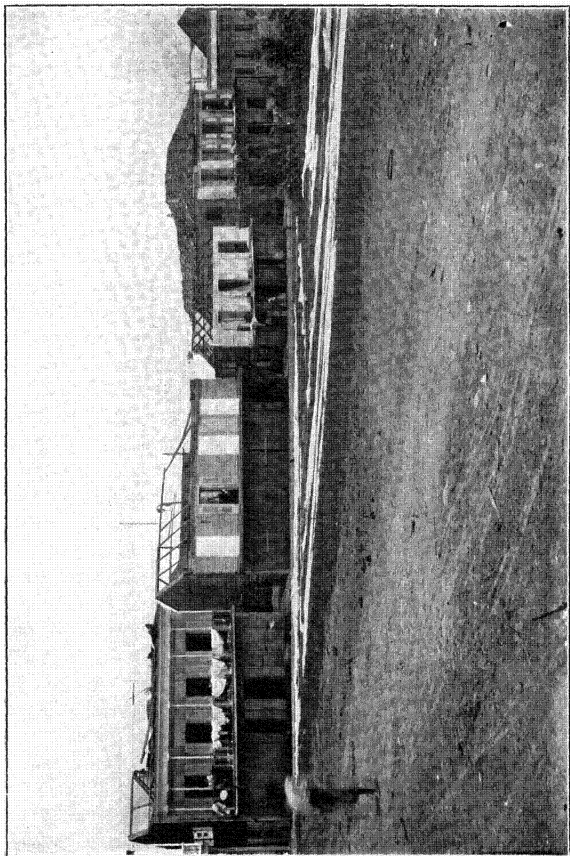
In regard to your telegram concerning transportation of supplies here. I have four or five army wagons here and can readily transfer 60,000 rations weekly from the depot to the storehouse with them. You will probably have a complaint from the person that has been drawing some \$200 a month for his services that enough rations have not been issued here, and also from the French Railway Company, but this is but natural. I am endeavoring to get rations to the needy, and to keep them away from the rich and those who do not need them or dispose of them as soon as drawn. These last two are much more difficult to do than the first, but I hope to succeed in both before many weeks.

The following report is of interest as illustrating conditions in the more easterly section of the island:

HATO GRANDE, P. R., April 6, 1900.

THE COMMANDING OFFICER,
Post San Juan, P. R.

SIR: I have the honor to submit the within-inclosed report of the inspection of planters, district of Hato Grande, P. R., who are receiving aid from the Government.



A STREET IN CAYEY.

All planters named in this report live in the barrio of Quebrada Arens, which is one of the poorest of this district, they being small planters having from 2 to 6 men working.

I had an interview with the planters of this barrio Saturday last and interviewed the men working for them on Sunday and Tuesday, and find the men satisfied with what they get in rations, but in many cases the planters have neglected to give the acre of ground allowed them, but they are hastening to do so since they find there is an investigation being made.

In the case of planter 590, he has given the acre allowed by law, but the workmen state that they must give one-half of the products of this 1 acre to the planter. I find the same case with planter 616, who only gave the acre to the workmen since I made the investigation one week ago.

While in many cases these planters have not lived up to their agreements, as far as giving the workmen a piece of ground, the workman himself seems to be satisfied, and to stop the issue of rations in any of these cases would cause a great deal of suffering among the working class, as the planters, as far as it is able to find out, have no money to work their ground.

Will submit report of other cases as soon as I can get information.

Very respectfully,

DANL. BROSE,

Corporal, Company I, Eleventh Infantry, Commanding Relief Station.

Had it been practicable to make as close an investigation into all cases as was done in the following, a much more accurate knowledge of the facts might have been obtained; but if anyone was starving, what would he have done in the meantime?

HENRY BARRACKS, *Cayay, P. R., April 8, 1900.*

POST ADJUTANT:

SIR: In compliance with instructions contained in your letter of the 5th instant, I have the honor to report that I have personally investigated the circumstances of Señor Juan José Baldrich, planter, living about 3 miles from Cayay, with a view of continuing the aid now rendered him in the way of relief supplies by the board of charities of Porto Rico.

From a thorough investigation of his affairs and from his own statements, I am of the opinion that the issue of rations to the gentleman named should cease at once, for the following reasons:

Baldrich owns in his own right and name the following list of property, which he claims is clear of incumbrances of any kind or character: Six hundred cuerdas of good land, 15 horses, 125 cattle, and a lot of miscellaneous personal property.

He claims not to owe a dollar in the world, and he evidently has some money, for he is paying his peons 25 centavos and Government rations per day. Prior to the hurricane he paid the same amount and rationed the men and their families.

Since the hurricane he has cleared the portion of his coffee not destroyed which he claims to have in good shape, and he has planted other products until he now claims 100 cuerdas coffee, 80 cuerdas bananas, breadfruit, etc., 4 cuerdas yautias, 6 cuerdas ready for rice, corn, etc.

I traveled over a good portion of his land, and believe he has approximately the amounts claimed in cultivation. He has been through his entire crop and cleaned it out once and is now ready to begin the second time, which will be all the cultivation necessary until harvest time. He states that he has been drawing rations for sixty days, and he has certainly made good use of them, judging from the appearance of his plantation. He admits that he would require about a 1,000-pesos expenditure for him to complete his crop if the rations were stopped, and insists that he must have rations for six months longer to prevent the men who are now working his place from starving. In my opinion this man has sufficient stock to enable him to raise the 1,000 pesos necessary to complete his crop.

Very respectfully,

F. HAWES,

Lieutenant, Porto Rico, U. S. V.

He is drawing rations for 25 or 30 laborers and families.

April 12 the division inspector, Humacao, wrote:

I have the honor to return to the board of charities of Porto Rico the following applications for rations with the recommendation that no supplies be issued, for reasons hereafter enumerated:

The applications inclosed are numbered as follows: 5060, 5061-2-3-4-5-6-7-8, 5091-3-4, 5150-1, 6362, 6554.

All applicants, except 5612, live in or near the barrio of Guanabota, in the hills or mountains northwest of Yabucoa. I made a personal visit of inspection to about two-thirds of the applicants, seeing them, their lands, and their surroundings. The list of applicants was prepared by a Mr. Nicasio Ortiz, known as the comisario of the barrio of Guanabota. The local board of Yabucoa, who recommended all of the applicants, except three, whom Mr. Ortiz recommends, a member informed me, made no personal investigation of these cases, but apparently relied upon Mr. Ortiz. It was noticed that Mr. Ortiz selected the names of men near his own place, although as far as might be judged from appearances every man in the hill country cultivating a few acres might with equal propriety have been listed. I visited and viewed about a half dozen different proprietors, whose owners are among the inclosed applicants, as well as many more who are not applicants, and found the same general conditions to obtain throughout not only the barrio of Guanabota but also Calaboza and adjacent country.

The amount of land claimed to be under cultivation was in many cases grossly exaggerated, and as a rule the rations asked for were for the men; usually members of the family living on the small plantations or farms.

The losses by the "tormenta" were generally grossly exaggerated. The country looks well and I have no doubt is in just about its normal condition, with the exception of the banana, which will begin to be ready for consumption in a short time, the plants being now well grown and apparently ready to fruit. It would be tedious to go over all the many cases investigated, therefore I will select one, as it is typical—5150.

He reports 39 acres of land under cultivation, chiefly in minor products; loss from hurricane, \$250; required 4 laborers to work his farm.

I found that he had only 4 acres under cultivation—1 in rice, 1 in beans, and 2 in corn. Where his loss for \$250 could have come I was at a loss to see. His house did not seem to be destroyed. He was not a proprietor in the sense of the circular letter of September 14, 1899. He was and is a small farmer, managing to raise a bare subsistence for his family with a minimum of work. Others had the same amount under cultivation, varying the proportion of sweet potatoes, rice, corn, beans, malangas, and gautinas, and frequently an acre or more of bananas and sometimes a pig or two or a chicken.

The sweet potatoes are just being harvested and upon them the people depend almost entirely. They are easily raised and a sure crop.

I saw every indication of laziness and no indication of starvation. Work can be had in the sugar plantations in the valleys, and is taken advantage of by the best element of the mountain dwellers.

While the district is very poor, there is no real suffering. An issue of rations would, in my opinion, be detrimental to the small incentive they now feel to work for any more than they need for the time being.

Should these supplies be granted the whole district might, with equal justice, be put on the food list.

I venture the statement that in many parts of the United States food is harder to procure and work is more difficult to get than in the barrio of Guanabota.

April 21 Captain Wheeler wrote from Aibonito as follows:

I return herewith certain applications for rations recommending that the rations be issued for eight weeks at the rate of 1 laborer to about 6 acres of land, and their families not to exceed 4 each. This will give each laborer 4 rations, or about 3,278 rations weekly, for the period recommended, provided you can give the rations asked for over and above the 10,000 allotted me. If you can not do so, then I recommend that no rations be issued to the land proprietors (for it is impossible to find out the deserving ones). They all tell the same story from the largest landholder to the smallest, and do not hesitate to deceive me.

You have sent me 152 applications for investigation. They ask rations for 800 men and their families (an average of one laborer to every $1\frac{1}{2}$ acres of land) for periods running from twelve to forty-two weeks, or on an average of 20 weeks, which would require about 6,400 rations. I am satisfied that I am doing as well as can be done under the circumstances, and request that I be permitted to continue as I have been doing. If I am to feed the landowners, then I must have more rations.

If the local board of charities does what is right there will be very little suffering.

April 14 this board issued the following circular letter:

Regarding the plan of distributing food to the planters, this board had in view the following points:

First. To feed the farm laborers and their families.

Second. To keep them on the farms and thus prevent an exodus to the towns, with the consequent added misery, expense, threatened epidemics, and death.

Third. To get the food widely distributed in remote places which could hardly be reached except through the assistance of the coffee planters.

Fourth. To keep the peons at work and restore the farms which must be their future source of livelihood.

Fifth. The financial status of the planters cuts very little figure in the matter. Many of these who have means have already cleared up their farms and now may have no occasion to employ their laborers further. Ordinarily these would fall back upon the fruits of the country for subsistence, but as the bananas and plantains have not yet matured there is a dearth of the ordinary supplies, and these people must be fed or suffering and death from starvation will follow.

This board proposes to use the local boards of charities to distribute food to the chronic poor, sick, and infirm. They will draw their rations from the nearest depots on formal requisitions, invoice and receipt, and will forward a weekly report of distribution to this board.

Issue to planters will continue as now, as long as, in the judgment of the division inspector, the same may be necessary, taking into consideration the points above set forth.

This board is anxious to stop issues at the earliest practicable moment, but it is more anxious that no one shall starve to death.

That the doctrine that charity begins at home has a foothold in Porto Rico is illustrated by the following:

I have the honor to acknowledge receipt of communications from the board of charities, and to proffer to do all that in my power lies to relieve my neighbor.

The board allows me a certain amount of provisions for the sustenance of peons working on my farm, but the time came when the contract expired and the issue of food was stopped. My farm is the only thing I have to depend on for a living, and I would highly appreciate 100 pounds of food weekly to save my property from absolute destruction. This I could take from the 5,000 pounds assigned to the chronic poor. I would also state that the amount of material devoted to the poor, etc., should be increased, as a great many paupers from other districts crowd the town in demand of assistance.

The following case, in which the board took special interest, is narrated to show that the best intentions are often misunderstood:

Early in April Mr. Jaime Annexy, of Utuado, made application for provisions under the needy planters plan of application, which took the usual course, was approved by all references, and especially indorsed by General Stone, who stated that Mr. Annexy had been particularly helpful to him during the invasion of the island, and was entitled to special considerations.

The agreements were made out and mailed to Mr. Annexy for signature, but were never received back. Doubtless they lie in some post-office in Porto Rico this moment. Of course Mr. Annexy never got the requested food, as set forth in the following letter:

UTUADO, P. R., May 15, 1900.

Sr. Dn. ANDRES CROSAS,

President Board of Charities Porto Rico, San Juan, P. R.

MY DISTINGUISHED FRIEND: I have read of your appointment as president of the board of charities and congratulate you. Please direct that orders be given to have provisions issued me, as the distribution of supplies has hitherto been so done as to give irritation to some.

Don Jaime Iglesias and his applications have been pending for the past five months. My contracts were returned signed about ten days ago.

Very respectfully,

JAIME ANNEKY.

Mr. Iglesias, above referred to, whom also General Stone recommended, had signed his agreement several months before and drawn food on it,

The following correspondence shows another phase of planters relief:

In compliance with the orders of the board of charities of San Juan, we respectfully submit the following:

We had a farm consisting of 162 cuerdas, and having 125 cuerdas of said farm planted with coffee which was destroyed by the hurricane last August, and not having the ready money in hand with which to repair said damage, we made application to the board of charities at San Juan for rations for 20 laborers. The board responded and gave us rations for only 5 laborers, which is not nearly sufficient. The first week we accepted and kept 175 pounds of rations, but it was greatly insufficient.

We would be pleased if you would investigate this matter, sending a commission to our farm to fully investigate the matter, and would be pleased if you will transmit the report of said commission to the board of charities for their consideration.

[First indorsement.]

Respectfully forwarded to the president of the board of charities, San Juan, P. R. If this statement is true, as I am told it is, I would have recommended rations for more than 20 laborers. I request that my indorsement on this application may be sent me, as I find it is not in my office; it is possible that a mistake has been made in this case.

[Second indorsement.]

Respectfully returned. Ration order was issued on within referred to application in accordance with the following recommendation:

"Respectfully returned to the president of the board of charities, San Juan, P. R. Approved for 5 laborers for twelve weeks."

[Third indorsement.]

Respectfully returned. Approved for 25 laborers. A mistake was made in this case.

The following report submitted by Private Furey, Company M, Eleventh Infantry, temporarily in charge of the subdepot at Aguas Buenas, gives an interesting statement of the condition of planters in that district:

AGUAS BUENAS, P. R., May 29, 1900.

COMMANDING OFFICER, San Juan, P. R.

SIR: I have the honor to submit the following report in regard to applicants for relief as distressed proprietors:

Application No. 2720.

Mr. Gervaso de la Vega, barrio of Bairoa, has 22½ acres of land, 7 acres in coffee, 2 acres in bananas, etc. Requires 5 laborers to work his farm; their family numbers 19 persons. I believe this applicant is in need of relief.

Application No. 5972.

Mr. Manuel Revera, barrio of Mulitas. This applicant has sold his plantation, therefore he does not need relief.

Application No. 8868.

Mr. Pedro Gonzalez, barrio of Jayuyes, has 30 acres of land, 3 acres in coffee, 3 acres in bananas, etc. Requires 8 laborers to work his farm; their families number 24 persons. I believe this applicant is in need of relief.

Application No. 9862.

Mr. Juan Diaz Latorre, barrio of Mulitas, has 107½ acres of land, 40 acres in coffee, 25 acres in bananas, etc., 4 acres in potatoes. Requires 25 laborers to work his farm; their families number 76 persons. I believe that this applicant is in need of relief.

Application No. 8753.

Mr. José Dolores Diaz, barrio of Cajuitas, has 7½ acres of land, 3 acres in coffee, 2 acres in bananas, beans, etc. Requires 4 laborers to work his farm; their families number 12 persons. I believe this applicant could work his farm without relief.

Application No. 8715.

Mr. Antoleni Rodriquez, barrio of Cajuitas, has 25½ acres of land, 5 acres in coffee, 5 acres in bananas, 2 acres in corn, rice, etc. Requires 6 laborers to work his farm; their families number 24 persons. I believe that this applicant is in need of relief.

Application No. 8749.

Mr. Juan Ramos, barrio of Cajuitas, has 977 acres of land, 4 acres in coffee, 8 acres in bananas, 18 acres in potatoes, rice, and minor products. Requires 8 laborers to work his farm; their families number 63 persons. I believe that this applicant is in need of relief.

Application No. 7583.

José Gracia, barrio of Cajuitas, has 5 acres of land in coffee, bananas, etc. Requires 3 laborers to work his farm; their families number 22 persons. I believe this applicant could work his farm without relief.

Application No. 9137.

Mr. Lorenzo Rodriquez, barrio of Jayuyes, has 35 acres of land, 7 acres in coffee, 4 acres in bananas, etc. Requires 5 laborers to work his farm. Their families number 20 persons. I believe that this applicant is in need of relief.

Application No. 5366.

Mr. Manuel Colon, barrio of Juan Asensio, has 122½ acres of land, 29 acres in coffee, bananas, corn, etc. Requires 4 laborers to work his farm. Their families number 31 persons. I believe that this applicant is in need of relief.

Application No. 6805.

Mr. Santiago Medna, barrio of Jayuyes, has 16 acres of land, 4 acres in coffee, 2½ acres in bananas, etc. Requires 5 laborers to work his farm. Their families number 28 persons. I believe this applicant is in need of relief.

Application No. 6307.

Mr. Juan Hernandez Aponte, barrio of Sonadova, has 14 acres of land, 3 acres in coffee, 2 acres in bananas, 1 acre in potatoes, etc. Requires 5 laborers to work his farm. Their families number 12 persons. I believe this applicant is in need of relief.

Very respectfully,

PRIVATE FUREY,
Company M, Eleventh Infantry, in charge temporarily.

May 29 this office issued the following circular:

The following letter is issued for your information and guidance. Please make two issues to planters in June, and continue those to municipal boards of charities for chronic poor and infirm until the supplies on hand are exhausted, which will be about the middle of July.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, May 28, 1900.

Hon. CHARLES H. ALLEN,
Governor of Porto Rico, San Juan, P. R.

SIR: Referring to our conversation this morning respecting the discontinuance of food issues to planters and proceeding in accordance with your advice to discontinue such issues, a course which my own judgment approves, I have the honor to advise your excellency that I have to-day given orders forbidding all issues of food to planters after June 15, proximo, and that no more new names be added to those planters receiving subsistence supplies.

Very respectfully,

G. W. DAVIS,
Brigadier-General, Commanding.

The change from the military to the civil government caused some misunderstanding in the post-office as to the status of relief work, and as an unusual amount of correspondence was at that time being had with hundreds—indeed, thousands—of planters under the Government frank, an embargo was placed upon all letters in transit, and considerable delay, if not actual loss, resulted. The following letter illustrates the situation:

SIR: I have the honor to forward herewith four letters received from the post-office, Manati, and which have been erroneously rated up and held for postage by the postmaster at that place. I have called on the postmaster as to why the letters in question were held in spite of the general orders issued on the subject.

This officer regrets the delay to the inclosed correspondence, and trusts that there be no repetition of the occurrence in the future.

June 28 the officer in charge of the Porto Rican relief addressed the following letter:

SAN JUAN, P. R., *June 26, 1900.*

THE ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

SIR: Food issues to planters having ceased, I have the honor to recommend that the houses of planters be inspected to ascertain who, if any, have relief supplies remaining on hand. Should any be found, the names of the planters should be reported to the proper civil authorities for the necessary action.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., in Charge of Relief.

[First indorsement.]

Respectfully referred to the governor of Porto Rico, San Juan, P. R.

If the recommendations of Major Hoff are approved, I would recommend that instructions be given to the police to make investigation and find out whether any planters have not been issuing the rations donated to them for distribution. Reports received would indicate that such has been the case in some instances. If any rations are found, I would recommend that they be seized by the police and turned over to the boards of charity, and that any necessary punitive action be taken with respect to violation of contract obligations which may be disclosed by the investigation.

GEO. W. DAVIS,
Brigadier-General, Commanding.

[Second indorsement.]

Respectfully returned to Brig. Gen. Geo. W. Davis, commanding the Department of Porto Rico, with the advice that instructions given to the chief of insular police will result, it is hoped, in the apprehension of any persons guilty and deserving punishment.

By direction of the governor:

WILLIAM H. HUNT,
Secretary.

[Third indorsement.]

Respectfully returned to the officer in charge of the Porto Rican relief, San Juan, P. R., inviting attention to preceding indorsements.

By command of Brigadier-General Davis:

W. E. ALMY,
Acting Adjutant-General.

The results following the plan of planters' relief may, upon the whole, be regarded as having met the expectations of those in charge of the work.

It must be understood that at the time of its inception the labor market was utterly demoralized. The planters, especially in the coffee districts, had lost everything and were wholly unable to borrow money with which to resurrect their estates.

The efforts of the board of charities and local authorities to make

the able-bodied work for food were unavailing. There were no means in the insular treasury to employ labor on public works, and pauperization and demoralization of the poor classes, with the utter ruin of the coffee industry, were threatening.

Something had to be done, and there was nothing else the board could do but take the planter and the peon into partnership for their mutual benefit. In theory this plan would feed, house, and clothe the peon and his family, and, moreover, it would furnish him with a crop of food for future use.

It would reconstruct the farmer's buildings and recultivate his farms, upon the products of which his future and that of his farm hands depended.

From the standpoint of the board it would employ labor at the place where it belonged and prevent the concentration of paupers in the coast cities. It would bring the food to the people on the farms, often so inaccessible located that any means of transportation at the command of this board would have been inadequate; and, finally, it would give work to the able-bodied men, whose pauperization would mean ruin.

It may be said that, all things considered, the plan has worked quite as well as expected. Porto Rican planters are no more to be depended upon than other men. To be sure, each of them signed an agreement to do certain things, which agreement was not generally kept, either in the letter or in the spirit. It doubtless would have been kept if it had been practicable to maintain a system of inspection, but the planters were too many and often too inaccessible for our men to inspect them, even if we knew their language and tricks, which we did not. We were forced to trust them, and the temptation to misapplication of food and evasion of agreement was too great for some to resist.

Many farms were cleared which otherwise would not have been. Many laborers were employed who under any circumstances would have had to be fed, and thousands of people were kept at home and alive.

All planters' applications, with the papers relating thereto, are on file in the office of the Porto Rican relief. A complete record is entered in the books of the office, from which the following statistics were compiled:

Report on applications received from planters from districts.

	Applica- tions re- ceived.	Applica- tions acted upon.	Acres under cultiva- tion.	Ap- proved and agree- ments signed.	Rations allowed per day.	Disap- proved.	No re- ply to confi- dential letter.	No refer- ences.	Refused to sign or agree- ment not re- turned.
Adjuntas	692	540	29,300	300	9,750	33	49	56	102
Arroyo	33	8	924	5	489	-----	2	1	-----
Guayama	9	4	840	2	280	-----	-----	2	-----
Salinas	1	1	30	-----	-----	-----	1	-----	-----
Patillas	151	144	1,878	12	12	2	10	50	70
Total	194	157	3,672	19	1,227	2	13	53	70
Aibonito	73	63	2,979	14	1,065	5	8	22	14
Barros	323	246	9,600	124	4,480	13	30	19	60
Barranquitas	53	43	1,767	19	796	-----	7	8	9
Total	449	352	14,346	157	6,341	18	45	49	83

Report on applications received from planters from districts—Continued.

	Applica- tions re- ceived.	Applica- tions acted upon.	Aeres under cultiva- tion.	Ap- proved and agree- ments signed.	Rations allowed per day.	Disap- proved.	No re- ply to confi- dential letter.	No refer- ences.	Refused to sign or agree- ment not re- turned.
Aguadilla	91	76	1,724	4	150	6	25	9	32
Moca	171	30	1,442	-----	-----	1	3	8	18
Aguada	32	3	198	-----	-----	-----	1	1	1
Rincon	38	8	983	-----	-----	1	1	2	4
Isabela	62	10	257	-----	-----	4	1	1	4
Total	394	127	4,604	4	150	12	31	21	59
Arecibo	458	442	17,749	138	4,113	102	49	70	83
Utua	1,055	935	40,519	531	16,609	68	56	84	196
Hatillo	96	76	1,632	12	175	12	2	1	49
Camuy	84	47	3,231	-----	-----	2	1	43	1
Quebradillas	69	68	1,079	2	65	3	-----	6	57
Total	1,762	1,568	64,210	683	20,962	187	108	204	386
Bayamon	479	460	6,259	226	4,628	18	98	28	90
Toa Baja	3	3	76	-----	-----	-----	3	-----	-----
Toa Alta	18	15	284	6	175	1	2	1	5
Naranjito	209	204	4,216	100	3,658	8	50	6	40
Dorado	13	13	306	5	328	-----	7	1	-----
Corozal	316	303	8,033	30	1,210	10	199	14	50
Comerio	192	192	6,479	81	3,905	3	77	6	25
Total	1,230	1,190	25,653	448	13,904	40	436	56	210
Caguas	76	40	2,134	19	1,067	-----	4	7	10
Gurabo	100	86	1,179	39	761	3	5	5	34
Aguas Buenas	155	148	5,049	54	2,328	12	27	14	41
San Lorenzo	61	61	2,229	44	745	1	2	3	11
Juncos	38	21	428	6	115	-----	4	8	9
Total	430	362	11,019	162	5,016	16	42	37	105
Cayey	109	74	6,068	35	1,505	10	4	4	21
Cidra	90	77	4,360	20	605	8	17	6	26
Total	199	151	10,428	55	2,110	18	21	10	47
Mayaguez	892	760	28,522	332	12,368	99	37	66	226
Cabo Rojo	131	113	3,729	13	675	18	7	50	25
Hormigueros	5	5	183	-----	-----	1	-----	-----	4
Las Marias	209	169	10,775	76	2,875	11	11	7	64
Maricao	99	68	6,062	23	1,708	8	10	8	19
Añasco	413	293	7,389	130	2,858	23	23	21	96
Total	1,749	1,408	56,690	574	20,484	160	88	152	434
Manati	668	570	12,982	190	4,641	158	75	48	99
Morovis	354	345	8,752	109	3,334	117	41	39	39
Ciales	576	527	17,828	242	9,262	110	46	57	72
Vega Baja	166	163	5,223	56	1,257	65	9	17	16
Vega Alta	59	55	1,211	15	385	7	3	2	28
Barceloneta	119	119	3,014	57	1,984	22	10	15	15
Total	1,942	1,779	49,010	669	20,863	479	184	178	269
Fajardo	-----	-----	-----	-----	-----	-----	-----	-----	-----
Rio Grande	46	28	1,145	16	800	1	-----	2	9
Luquillo	1	1	520	-----	-----	-----	-----	1	-----
Ceiba	1	1	80	1	15	-----	-----	-----	-----
Total	48	30	1,745	17	815	1	-----	3	9
Humacao	2	2	31	-----	-----	1	-----	1	-----
Yabucoa	60	55	889	1	20	37	11	2	4
Naguabo	1	1	-----	-----	-----	-----	-----	1	-----
Piedras	43	40	2,341	-----	-----	11	11	12	6
Maunabo	54	54	1,333	6	254	10	6	1	31
Total	160	152	4,594	7	274	59	28	17	41
Yauco	219	180	10,981	5	120	4	14	11	146
Guayanilla	76	46	2,203	8	678	1	5	2	30
Total	295	226	13,184	13	798	5	19	13	176

Report on applications received from planters from districts—Continued.

	Applica- tions re- ceived.	Applica- tions acted upon.	Acres under cultiva- tion.	Ap- proved and agree- ments signed.	Rations allowed per day.	Disap- proved.	No re- ply to confi- dential letter.	No refer- ences.	Refused to sign or agree- ment not re- turned
Lares	336	270	12,590	119	5,530	44	18	38	51
San Sebastain ..	303	249	11,531	75	2,832	56	7	8	103
Total	639	519	24,121	194	8,362	100	25	46	154
Ponce	170	165	17,926	13	1,435	7	40	41	64
Juana Diaz	342	301	22,978	21	3,411	7	81	29	163
Santa Ysabel	1	1	30	1	100				
Penuelas	154	142	4,709	5	110	6	17	9	105
Coamo	154	107	8,168	8	470	9	15	14	61
Total	821	716	53,811	48	5,526	29	153	93	393
San Juan	3	3	85			2		1	
Rio Piedras	13	12	469	3	85			3	6
Carolina	35	21	442	3	95	2	2	8	6
Loiza	6	2	66					2	
Trujillo Alto	5	4	92	2	65				2
Total	62	42	1,154	8	245	4	2	14	14
San German	261	203	5,661	18	402	18	11	128	28
Sabana Grande	214	165	5,315	27	1,049	15	4	39	80
Lajas	31	22	1,581					16	6
Total	506	390	12,557	45	1,451	33	15	183	114

RECAPITULATION.

Adjuntas	692	540	29,300	300	9,750	33	49	56	102
Arroyo	194	157	3,672	19	1,227	2	13	53	70
Aibonito	449	352	14,346	157	6,341	18	45	49	83
Aguadilla	394	127	4,604	4	150	12	31	21	59
Arecibo	1,762	1,568	64,210	683	20,962	187	108	204	386
Bayamon	1,230	1,190	25,653	448	13,904	40	436	56	210
Caguas	430	362	11,019	162	5,016	16	42	37	105
Cayey	199	151	10,428	55	2,110	18	21	10	47
Fajardo	48	30	1,745	17	815	1		3	9
Guanica	295	226	13,184	13	798	5	19	13	176
Humacao	160	152	4,594	7	274	59	28	17	41
Lares	639	519	24,121	194	8,362	100	25	46	154
Mayaguez	1,749	1,408	56,690	574	20,484	160	88	152	434
Manati	1,942	1,779	49,010	669	20,863	479	184	178	269
Ponce	821	716	53,811	48	5,526	29	153	93	393
San Juan	62	42	1,154	8	245	4	2	14	14
San German	506	390	12,557	45	1,451	33	15	183	114
Total	11,572	9,709	380,098	3,403	118,278	1,196	1,259	1,185	2,066

Number of applications acted upon 9,709

Applications received too late to be acted upon 1,863

Total received 11,572

HOSPITALS IN THEIR RELATION TO RELIEF.

Hospitals in Porto Rico, have with scarcely an exception, been such in name only. Each municipality is supposed to support at least one. It usually consists of a small frame building, divided into two, three, or four rooms, as the size permits. Of furnishings it may be said that there are none, and of medical and surgical supplies, they are non-existent. Food and care are not more than sufficient to meet the simplest needs. It is needless to say that sanitary and hygienic measures are conspicuous by their total absence.

The care of the sick, largely increased in number as a consequence of the hurricane, was of course a most important part of the general

work of relief under the board of charities. The existing conditions made this a problem most difficult to solve satisfactorily. With a view to ascertaining definitely the status of the island's hospital accommodations, and as a basis for any future allotments of funds appropriated for their care, the following circular letter was sent from the adjutant-general's office in October:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, P. R., October 25, 1899.

COMMANDING OFFICER AND DIVISION INSPECTOR, _____.

SIR: The department commander requests that you will furnish the following information:

In which of your municipalities are there hospitals? _____.

Please describe the conditions of each, as follows:

1. (a) Size: _____. (b) Character: _____. (c) Location: _____. (d) Condition of building: _____.
2. Outbuildings: _____.
3. Furniture and appliances: _____.
4. Supplies: _____.
5. State, in order of importance, repairs needed, and submit estimate of cost of material and labor. _____.
6. Give list of furniture and bedding needed. _____.
7. What is the present, average, and annual occupancy? _____.
8. What official is in charge of the hospital? _____.
9. How many nurses and other attendants are there? _____.
10. How is the hospital supplied with food and medicine? _____.
11. How can \$500 be most effectively spent in improving the hospital? Give rough estimate. _____.
12. Recommendations: _____.

The replies were almost unanimous in their description of the hospitals, as totally unfit for their purpose, both as regards accommodation and facilities.

The following are a few communications in reply to the above, and others of later date apropos to the subject. They are inserted to give an idea of the general state of these institutions throughout the island. There were exceptions, but their number was insignificant.

POST OF LARES, P. R., *October 31, 1899.*

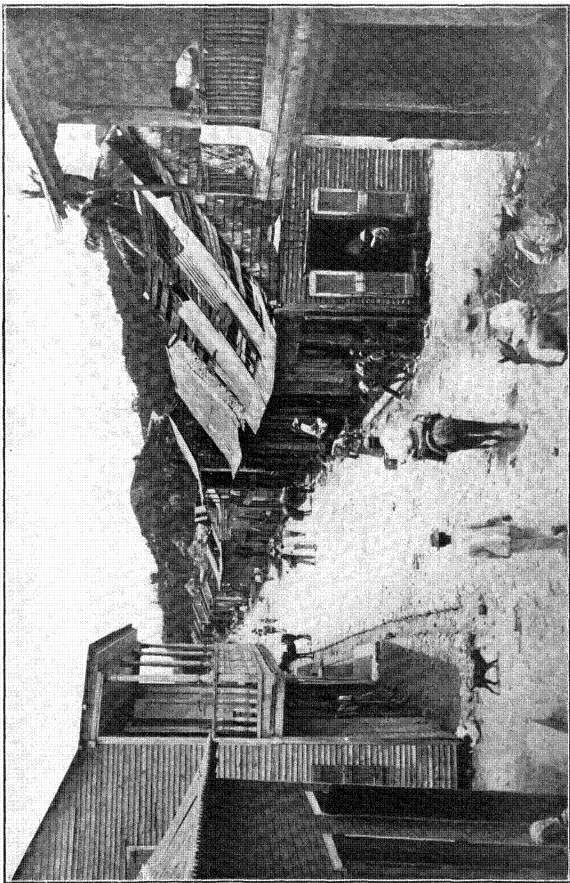
ADJUTANT-GENERAL, DEPARTMENT OF PORTO RICO,

San Juan, P. R.

SIR: Referring to your letter of October 25, I have the honor to inform you that the municipalities of both Lares and San Sabastian, in the division of Lares, have hospitals.

The reply to interrogatories in reference to the San Sabastian hospital is inclosed herewith, and that for the Lares hospital is as follows:

1. (a) Size: 30 by 50 feet. (b) Character: Frame, corrugated-iron roof. (c) Location: Somewhat isolated, on a high hill to west of town. (d) Condition of building: In bad repair; half unroofed by hurricane and only temporarily repaired.
2. Outbuildings: None. Privy vault adjoining kitchen in rear part of building.
3. Furniture and appliances: Twenty-five cot frames, 8 without covers; 1 bench, 5 chambers, and a few dishes.
4. Supplies: None.
5. State, in order of importance, repairs needed, and submit estimate of cost of material and labor. A masonry privy vault and drain, to be flushed with rain water from eaves spout, \$75; repairs to roof and outer walls, \$100.
6. Give list of furniture and bedding needed. Ten covers for cot frames, 10 chairs, 6 small tables, 1 commode, 2 bedpans, 1 bath tub, tableware and kitchen utensils, 6 wash basins, 10 water buckets, 6 dozen bedsheets, 20 blankets, 25 nightshirts.
7. What is present, average, and annual occupancy? 14, 18, and 250. Capacity, 25 beds.
8. What official is in charge? Dr. Asenjo, municipal physician.
9. How many nurses and other attendants. One male and 1 female nurse and 1 male attendant.



A STREET IN AGUADILLA.

10. How is the hospital supplied with food and medicines? Relief supplies solely.

11. How can \$500 be most effectively spent in improving the hospital? For above-named repairs, furniture, and bedding, and in providing a water tank or cistern with necessary gutter and spout to catch rain water; estimated cost of latter, \$75.

12. Recommendations: The present privy vault is simply a pit in the ground, without outlet except seepage, underneath the rear end of building, and of an unknown number of years standing. Improved sanitary arrangements seems to be the first consideration.

Very respectfully,

HARRY R. LEE,
Captain, Eleventh U. S. Infantry, Division Inspector.

CAYEY, P. R., December 14, 1899.

The ADJUTANT.

SIR: I have the honor to report the condition of the building used for a hospital at Salinas, P. R., in the district of Cayey, in accordance with orders issued December 5, 1899.

The building is an old, weather-beaten, wooden structure, about 12 feet square, badly roofed, without doors, windows, and floor that deserve the name. No kitchen nor utensils of any kind. No beds, cots, nor any furnishings whatever. Most unsanitary and vile.

Four patients were found on the floor, suffering from anæmia and starvation.

Fifteen centavos daily is the munificent sum expended by the council for the expenses of these four victims. * * *

Very respectfully,

H. A. EBERLE,
Acting Assistant Surgeon, U. S. A.

AIBONITO, P. R., November 10, 1899.

COMMANDING OFFICER,

Post of Aibonito, P. R.

SIR: I have the honor to submit the following report in regard to inspection of the public hospital at Aibonito, P. R.:

There is no permanent hospital, and the hospital itself, which is only a temporary affair, is a building 24 feet long by 21 feet wide, divided by a partition in the center, and one large room in the rear, which is used as a kitchen; the location is good, but building is foul and dirty and very poorly adapted for the purpose used, and in need of very extensive repairs to put it in a habitable condition.

The outbuilding, which is used for a water-closet, was in a dirty condition, and very odoriferous.

Furniture consisted of one large table, a few broken chairs, and cots.

A small quantity of supplies and medicines on hand.

At present there are only 6 patients in hospital.

One practicante in charge and one nurse on duty.

Food and medicines supplied by municipal authorities and relief committee.

I would respectfully recommend that another building be obtained and fitted throughout.

Very respectfully,

COMPTON WILSON,
Acting Assistant Surgeon, U. S. A., Post Surgeon.

SAN SEBASTIAN, December 21, 1899.

Captain LEE, *Lares*:

I visited the hospital to-day and found it in very bad condition. There are 18 patients—8 men and 5 women. They have one bunk and were sleeping on the floor without any covering. I have given them all the bean bags that I can spare to use as covering and bedding. Dr. Meguel Cancio, in charge of the hospital, only visits them two or three times a month. They scarcely have any clothing, and as we have none on hand can not supply them. It seems necessary to supply them with clothing soon as possible. They get only one meal a day, which is composed of beans, rice, and codfish.

MICHAEL GELSBURG,
Sergeant in Charge of District.

As elsewhere stated, large amounts of medicines were distributed throughout the island. These were transmitted through the several post surgeons to such municipal physicians and hospitals as, after investigation, were found to need them. Such food and clothing as came to hand, suitable for the purpose, was also reserved for this branch of the work. Further than this, and the engaging of physicians for certain districts where absolutely necessary, the board could not go in the general administration of this department of relief. But in one case where there was an immense increase in sick, and an absolute inability of the municipality to cope with the situation, it became necessary for the board to establish a temporary provisional hospital. This was at Ponce, where the hurricane had spent its force and where the waters inundated the whole city. The civil hospitals had been rendered entirely unserviceable. This extensive, thickly populated section was in a fair way to originate and spread broadcast disease, which at such a time could not have been successfully controlled. For the sake of the island as a whole the situation had to be met, and at once.

On August 25 the following telegram was sent to the surgeon, Ponce:

What have you done about emergency hospital for citizens? Organize such a hospital on site of old convalescent camp and take charge of it. Will send food and medicine for sick to replace what you may use from stock on hand. Send bills for milk here. Hire Moret at \$100 per month.

HOFF, *President.*

The preliminary report of the surgeon in charge gave a history of its organization and an account of the difficulties met with. It was as follows:

POST HOSPITAL.

Ponce, P. R., September 13, 1899.

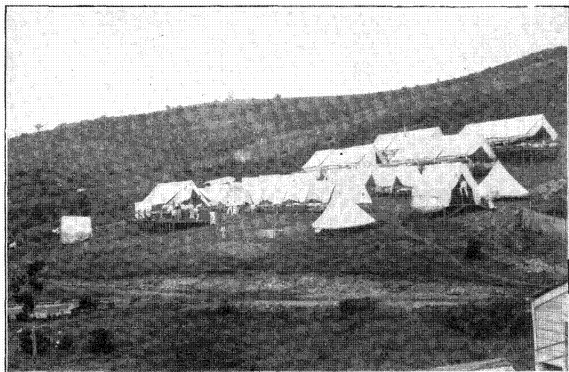
CHIEF SURGEON DEPARTMENT OF PORTO RICO,

San Juan, P. R.

(Through military channels.)

SIR: I have the honor to report that on the 26th of August, 1899, the surgeon of the post was notified by the post commander that the general commanding the department had ordered the establishment of a field provisional hospital for the Porto Rican sick who could not be admitted to the hospitals in the city.

The same day the order was transmitted by the chief surgeon, who further authorized the use of such necessary articles as were in the possession of the military hospital and as president of the board of charities such needful expenditure of money for native attendants as was deemed absolutely necessary. A force of 6 Hospital Corps men and 1 steward was ordered to report for duty in its construction and maintenance. The work was straightway begun, and Dr. Moret of this city was called to the position of attending physician, at \$100 per month. The commanding officer of the post authorized the quartermaster to furnish the needful material and labor for the construction of the field hospital. All this material save a few tents was at the Playa de Ponce, and hardly had 20 wall tents been completed when a violent rainstorm of three days' duration completely stopped the work and forbade the fording of the river between the hospital and the playa. Difficulty in hauling material and the great distance from the store of tents and lumber caused the delay which followed. Meanwhile no little difficulty was found in caring for sick who were besieging for admittance. In the midst of rain and mud the corps of the military hospital and the efficient corps of native attendants worked faithfully and briskly to relieve all who applied. Wall tents were temporarily pitched and all care taken to prevent exposure to the storm. The result is shown in the fact that no illness occurred from those three days of bad weather. Meanwhile a corps of native attendants had been carefully selected, who have since proved excellent and intelligent workers. They are paid 35 cents per day, gold. The hospital at present is composed of four large wards of 3 hospital tents each and each holding 24 beds, 20 wall tents of 2 beds each, 1 administration tent for an officer, 2 Sibley tents for stores, a tent for bathing, a wooden building for a latrine, and one for a kitchen, and a tent dining room. All tents are floored with level flooring and raised from the ground to allow of free drainage and ventilation. The



UNITED STATES ARMY PROVISIONAL HOSPITAL, PONCE.

leveling of the floors necessitated building upon joists on the side toward the sea, as the camp is on the hill.

The arrangement of the tents is seen on the accompanying diagram. The latrine is at a safe distance from the camp, but has no trench. It is floored well above the ground, and is divided into two parts by a partition, one side for women and children and the other side for men. There are placed under the privy seats seven galvanized-iron cans, which exactly fit the space, and which are removed at 7 a. m. and 4 p. m. daily, washed, and returned by the post scavenger, who takes them to the general dump for excreta fixed by the commanding officer of the post. During the day a disinfectant of crude carbolic acid is added every hour by the police party, and all persons found soiling the camp vicinity are immediately ejected from the hospital. The kitchen is placed at the greatest possible distance from the privy. It is a frame building fitted with an army range, and is in charge of a native cook, supervised by the steward. Up to this date it was impossible to feed these patients from any other source than the hospital, as no supplies would have been available even had the kitchen been built. To-day the kitchen has been completed, and as supplies have just arrived the sick will be fed from their own camp.

In addition to this fact, the abrupt change of these people from the habits of a lifetime in preparation of their own food to a completely new régime with excess of meat and greater variety, and different seasoning of dishes, caused a wide epidemic of diarrhea. Together with this there was a pronounced wave of dissatisfaction, and many began to leave the camp, saying they were comfortable but they could not eat American food. As I personally inspected the food at all times and as it was precisely the same as that served to our sick in the military hospital, I believed it to be due to a change in the diet. Pending the erection of a kitchen, which I immediately recommended be built, the cases of diarrhea have ceased and those now here have become more accustomed to the food. The explanation of this inaptitude for our cooking is believed to be also due to the fact that many eat little more than dried codfish and small number of bananas at any time, and that they were in a meat-starved condition when admitted. This is further borne out by the fact that fully three-fourths of the patients are suffering from grave anæmia due to this poor diet and together with this cause, bad sanitation, but chiefly from the bad quality of food which they are accustomed to.

A bath tent is established where patients are bathed before entering, when this is possible. Complete records according with military form are kept in the administration tent. The wall tents are used for women and children.

They are equipped each with cots, double sheet, double blanket, pillow and pillowcase, a small folding table, and folding chairs. The wards are for males and are equipped with 24 beds. One ward is reserved for surgical cases and has a field operating and dressing table.

All absolutely necessary appointments of a field hospital are supplied from our storeroom; a property book contains the quantity, and for the protection of the property a guard of two by night and two by day is kept. Every convenience in the shape of carefully watched commodes, bedpans, etc., is furnished those who through feebleness can not reach the latrine. Running water is supplied from four faucets by pipes which have their head in the local reservoir above in the hill, and filtered ice water is furnished for drinking purposes.

Dr. Moret is in charge of the treatment of the patients and makes two visits daily to the camp, where he is accompanied by the surgeon and the steward in his rounds. The cases are many of them chronic, which have been admitted from the Tricocche Hospital, which, until its precarious condition due to the cyclone is bettered, can not accommodate its full capacity. The remainder are cases of all kinds, save infectious diseases, of which there are none. These chronic cases are among those most desperately in need. Pernicious anæmia, malarial cachexia, diseases of the heart, lungs, and kidneys are the prevalent diseases. The patients are most worthy of hospital attention, as the utter lack of food, proper cover, and medical care would have caused a large death rate among them had it not been for this hospital. The medicines and surgical dressings are supplied from the military hospital, but separate account is kept of their issue. There is by day a native cook and helper, 1 native female nurse, and 1 native male nurse, 2 Hospital Corps men on police and guard, 1 Hospital Corps man as clerk and assistant in surgical dressing and general duty; and by night 1 native female nurse, 1 native male nurse, and 1 hospital guard. A steward has general charge of the personnel under the direction of the surgeon of the post. The camp is excellently situated, open to the breezes of the sea, and commands a fine view of the surrounding country and city below. There are accommodations for 136 patients, and we have now about 100. The admissions are only by official application of the board of health, which investigates the worthiness of each one desiring a bed. Several have

been discharged cured. I am informed that many more desire admittance, so that the recently completed fourth ward will soon be filled.

Very respectfully,

BAILEY K. ASHFORD,
First Lieutenant and Assistant Surgeon, U. S. A., Surgeon.

The hospital was established to meet an acute condition, and it was expected that a few weeks at most would be sufficient to tide over the emergency, but the demands upon it were so pressing during the following six months that its maintenance during that period was necessary.

Efforts were made from time to time to close the hospital, for as soon as the acute stage had passed its original purpose had been answered. But it had gradually become filled with subacute and chronic cases, with which Ponce was at that time crowded, and as there was no civil institution with unoccupied space to which these could be transferred, there was nothing to do but keep it open. The knowledge of the existence of the provisional hospital had spread throughout the surrounding district, resulting in great demands being made upon it from near and far. People came, or were brought in, who were suffering from the prevailing chronic diseases, such as grave anæmia, dropsy from various causes, dysentery, etc. Many were in such a condition that a refusal to grant admission would have been a veritable death sentence. So it was that, notwithstanding the earnest desire of all concerned, the hospital was in active service for six months.

The following two telegrams from the surgeon, Ponce, are typical of the reports bearing on the closing of the institution:

CHIEF SURGEON, *San Juan:*

PONCE, *November 11, 1899.*

Native hospital fuller than ever. Cases worthy. City said to be without funds. Believed to be needed, and suggest continuance as long as funds can support it.

ASHFORD, *Surgeon.*

CHIEF SURGEON, *San Juan:*

PONCE, *November 21, 1899.*

Tricoche Hospital finished. All full, and corridors contain patients; 152 in relief hospital and still many sick in streets of Ponce. No taxes collected and council without money. Earnest appeal to continue from doctors here. What shall I do? Particulars follow in letter.

ASHFORD, *Surgeon.*

The following are the reports of the surgeon during January and February. They give an idea of the course pursued in closing, and the existing local conditions at that time:

Col. J. VAN R. HOFF,

POST HOSPITAL,
Ponce, P. R., January 20, 1900.

Chief Surgeon, Headquarters Department San Juan, Porto Rico.

SIR: I have the honor to report, in reference to the provisional hospital for natives at this place, as follows: There are about 100 inmates now. About 25 will be discharged in one or two days; of the remainder only about 25 or 30 are proper subjects for hospital treatment, being affected with chronic diarrhea or general anasarca mainly. All others are merely more or less helpless paupers: some with chronic ulcers requiring outdoor hospital treatment, others the subjects of chronic anæmia. All the public hospitals of this town are said to be crowded to their full capacity, and any new cases of acute illness have been taken into the provisional hospital, if homeless and without means. So that at present the condition seems to be that more hospital room must be provided for the poor in this town,

or else they will lack the ordinary demands of humanity. Then there are also the chronic, more or less helpless paupers, who will be discharged from the provisional hospital, and for whom there seems to be no room in the almshouse of this town. Many of these sick and paupers have come to Ponce from outlying towns, which towns, or districts, might be required to report their destitute and sick, if unable to care for them, and local treatment or subsistence furnished. A further report will be rendered as soon as possible concerning the condition herein mentioned.

Very respectfully, your obedient servant,

B. L. TEN EYCK,
Captain and Assistant Surgeon, U. S. A.

POST HOSPITAL,
Ponce, P. R., January 27, 1900.

CHIEF SURGEON,
Headquarters Department of Porto Rico, San Juan, P. R.

SIR: I have the honor to report that there are about 60 patients now in the provisional hospital for natives of this place. These are mostly sick of chronic diarrhea or chronic anæmia, with a few cases of recurrent fever, diagnosed as malarial by the surgeon in charge. On account of the insufficiency of the present public accommodation for the sick poor of this town and adjacent country, it seems impossible to close the provisional hospital at present; and with occasional accretion to the number of inmates from the acutely sick or from the helpless cases of chronic illness the present number of inmates will be very slowly reduced. There is a very apparent need of more room for the sick poor and the old and helpless poor of this town and its environs; i. e., an additional hospital and almshouse for permanent use to take the place of the present provisional hospital.

All cases discharged from said hospital have been inspected and their discharge approved by Dr. Moret, the attending physician. One discharged patient, 55 years of age, and with organic disease of the heart and brain quiescent stage, was found dead eight days after leaving the hospital; but was in good condition as to strength and nutrition when discharged.

Very respectfully, your obedient servant,

B. L. TEN EYCK,
Captain and Assistant Surgeon, U. S. A.

POST HOSPITAL,
Ponce, P. R., February 14, 1900.

CHIEF SURGEON,
Headquarters Department Porto Rico, San Juan, P. R.

SIR: I have the honor to report in relation to the provisional hospital at this place that there are 3 men and 1 woman in the hospital. One orphan child, aged about 8 years, without friends or relations, is in good health, but is kept in the hospital until otherwise provided for.

I recommend that an order be issued authorizing the closing of the hospital when, in the opinion of the surgeon in charge, no further need for it exists.

Very respectfully, your obedient servant,

B. L. TEN EYCK,
Captain and Assistant Surgeon, U. S. A.

The closing of this hospital occurred on February 26, 1900, just six months after its establishment was ordered.

POST HOSPITAL,
Ponce, P. R., February 26, 1900.

CHIEF SURGEON,
Headquarters Department Porto Rico, San Juan, P. R.

SIR: I have the honor to report that the provisional hospital for natives at this place was closed this afternoon by the taking down of the last three tents, which have been used for a very few patients, for whom no other provisions could be made, during the past few weeks.

Very respectfully, your obedient servant,

B. L. TEN EYCK,
Captain and Assistant Surgeon, U. S. A.

HOSPITAL STATISTICS.

There were 427 admissions to the hospital, exclusive of 30 children allowed to remain with their mothers who were patients. Of the cases treated 309 were male and 118 female.

The admissions and deaths for each month were as follows:

	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Total.
Admissions	6	181	106	68	28	38	0	427
Deaths <i>a</i>	1	10	14	8	10	12	5	60

a Five of the children admitted also died.

The following is a classification of the causes of admission and deaths:

	Deaths.	Admissions.
Typhoid fever	0	2
Tuberculosis	6	8
Malarial fever	0	40
Rheumatism	1	18
Ulcers and superficial abscesses	0	31
Nutritive diseases	15	126
Venereal diseases	2	10
Genito-urinary diseases	0	7
Intestinal diseases	28	113
Glandular diseases	0	5
Nervous diseases	0	8
Respiratory diseases	3	5
Circulatory diseases	3	4
Injuries	0	2
Unclassified	1	24
Undiagnosed	1	24

The assistance rendered to hospitals and sick poor may be judged by the amounts of relief medicines distributed throughout the island. The following is the report of the medical supply officer who was in charge of this distribution:

MEDICAL SUPPLY DEPOT, U. S. A.,
San Juan, P. R., June 30, 1900.

CHIEF SURGEON,
Department of Porto Rico, San Juan, P. R.

SIR: I have the honor to state that the employees of this depot have been almost constantly employed in the receiving and shipping of relief medicines since last September. The following are the amounts shipped to the various towns:

	Pounds.		Pounds.
Adjuntas	6,420	Hato Grande	1,720
Aguadilla	7,350	Humacao	8,956
Aguas Buenas	156	Jayuya	23
Aibonito	7,322	Lares	5,412
Arecibo	7,263	Manati	8,300
Arroyo	105	Mayaguez	18,885
Barceloneta	26	Morovis	821
Barros	652	Naranjito	415
Bayamon	849	Ponce	13,269
Camuy	640	Quebradilla	352
Cayey	9,099	San German	6,060
Ciales	312	Toa Alta	60
Cialitos	22	Utuado	7,057
Comerio	70	Vieques	4,976
Corozal	764	Yabucoa	105
Culebra	1,525	Yauco	1,041
Dorado	269		
Guanica	110	Total	120,406

P. R. EGAN,
Major and Surgeon, U. S. A., Medical Supply Officer.

In March the following cablegram was sent by the military governor to the Secretary of War:

SAN JUAN, *March 30, 1900.*

SECRETARY OF WAR, *Washington:*

I ask allotment from special emergency fund \$25,000 placed with assistant treasurer, New York, to credit Maj. P. R. Egan, surgeon, United States Army, disbursing officer, board of charities, and that I be authorized to expend that amount in purchase of medicines, clothing, payment expenses food distribution, services, and in aid of municipal hospitals that must be immediately closed unless aided.

DAVIS.

To which the following reply was received:

WASHINGTON, *April 1, 1900.*

DAVIS, *San Juan:*

Twenty-five thousand dollars¹ for expenditure, as requested, will be placed to credit Egan at New York from appropriation for refunding customs revenue; instructions mailed.

ROOT, *Secretary of War.*

Up to the present time the following allotments from this fund have been approved.

These are for repairs and furnishings of the respective hospitals:

Municipality of Yauco	\$500.00
Municipality of Quebradilla	250.00
Municipality of Corozal	300.00

And to assist in the maintenance of hospitals at—

Aguadilla, for months of April and May	\$60.00
Adjuntas, for April, May, and June	87.20

And for a newly established orphanage at—

Arecibo, for April, May, June, and July	\$100.00
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The Porto Rico Central Relief Committee, and the Contributions to Work of Relief.

It would be impossible to make adequate acknowledgment to the hundreds of contributors who so generously helped in the charitable work intrusted to this board. Certain it is that many here to-day owe their lives to this charity.

Appreciating the necessity for an organization in the United States to represent the relief work here, General Davis early addressed the Secretary of War, recommending the appointment of a central committee, which was approved, and the Central Porto Rico Relief Committee "was constituted, for the purpose of securing method and a common understanding among the various committees engaged in the collection of money and supplies for the work of relief, and preventing confusion and waste of effort."

I am indebted to Mr. William R. Corwine, the able secretary of the Porto Rico central relief committee, for the following résumé of the work of that committee, which, however, does not go into the infinite details, nor does it show the admirable manner in which the business affairs of the committee were conducted:

After General Henry returned to the United States from Porto Rico, in May, 1899, Mrs. Henry organized a society known as the Colonial Aid Society of the

¹ The total amount expended from this allotment to November 20, 1900, when the account was closed, was \$7,090.34. An account of these disbursements has been rendered by Maj. P. R. Egan, surgeon, United States Army, who was the disbursing officer of the board of charities.

United States. The object of this organization was to cooperate with the Woman's Aid Society of Porto Rico, with headquarters at San Juan, of which Mrs. Henry had been the president, and in which office she was succeeded by Mrs. John Van Rensselaer Hoff, the wife of Colonel Hoff, of the United States Army, chief surgeon of the Department of Porto Rico.

The officers of the Colonial Aid Society of the United States were: Mrs. Guy V. Henry, president; Miss Anna Rhodes, vice-president; Mrs. John Janvier Le Duc, secretary, and Mrs. Horace See, treasurer.

An advisory board was named, consisting of Gen. Guy V. Henry, United States Army; the Rev. Dr. George R. Van De Water, rector of St. Andrew's Church, and the Rev. Dr. William Hayes Ward, editor of the Independent.

At the request of several gentlemen Mrs. Henry made a personal appeal to the members of the Merchants' Association on behalf of the Colonial Aid Society of the United States and of the Woman's Aid Society of Porto Rico. These gentlemen were members of the Merchants' Association of New York, and the appeal was made at a meeting held at the rooms of that association Tuesday, July 18.

Hon. William L. Strong, ex-mayor of the city of New York, presided at the meeting.

The result of this meeting was the appointment of a committee of the Merchants' Association to aid Mrs. Henry in raising funds and clothing for the organization which she represented. That committee was composed of Duncan D. Chaplin, chairman; S. Cristy Mead, treasurer; William R. Corwine, secretary; John C. Eames, and H. D. Lockwood.

The committee issued a statement which was sent to the members of the Merchants' Association and of the press. The result of this was the receipt of about \$1,100 in money and a considerable amount of raw material to be made up into clothing, donated by merchants in lieu of money.

Shortly afterwards, or on the 8th of August, the hurricane of 1899, which has passed into history, devastated a large portion of the island of Porto Rico. The Secretary of War of the United States, in his efforts to ameliorate the suffering caused by the hurricane, telegraphed William R. Corwine, of the Merchants' Association, asking him if that body would cooperate with the War Department in raising money, food, clothing, and medical supplies.

The Merchants' Association immediately formed a committee for this purpose. The Hon. Theo. Roosevelt, governor of the State of New York, accepted the chairmanship of that committee. The other officers of the committee were: S. Cristy Mead, treasurer; William R. Corwine, assistant secretary of the Merchants' Association, secretary.

The members of the committee in addition to those mentioned were:

Hon. Cornelius N. Bliss, ex-Secretary of the Interior.

John Claffin, president H. B. Claffin Company.

A. D. Julliard, of A. D. Julliard Company.

Alvah Trowbridge, president North American Trust Company.

Robert C. Ogden, resident partner in New York of John Wanamaker.

U. D. Eddy, of Flint, Eddy & Co.

A. S. Frissell, president Fifth Avenue Bank.

Frederick T. Adams, of the Stock Exchange House of F. T. Adams & Co.

Hon. Thomas L. James, president Lincoln National Bank.

George C. Clarke, of Tefft, Weoller & Co.

George F. Vietor, of Vietor & Archelis.

Edward P. Hatch, of Lord & Taylor.

Edward B. Page, of Faulkner, Page & Co.

Charles H. Webb, of J. H. Dunham & Co.

Thomas A. McIntyre, of the Produce Exchange House of McIntyre & Wardwell.

Marshall H. Clyde, of the Clyde Steamship Company.

James B. Dill, of the law firm of Dill, Boemisler & Baldwin, counsel for the Merchants' Association.

Frank Squier, of Perkins Goodwin Company.

John C. Eames, manager H. B. Claffin Company.

Duncan G. Chaplin, of the Hohanum Association.

J. Howard Sweetser, of Sweetser, Pembroke Company.

James McCreery, of James McCreery Company.

Nathan Strauss, of R. H. Macy & Co.

H. D. Lockwood, of the Merchants' Association staff.

Col. Daniel Appleton, colonel of the Seventh Regiment N. G. S. N. Y.

Louis Stern, of Stern Bros.

The appeal of this committee read as follows:

To the People of the City of New York:

More than 1,000,000 people of Porto Rico are dependent upon the charity of this country. They have been in a moment reduced to complete destitution; their homes have been swept away; their business prostrated; their occupations stopped. Thousands of families are without roofs, without clothing, and without food. They have no means of sustenance or protection. They can not help themselves; and we appeal to the people of the great city of New York to lead in giving them the relief so urgently needed.

The calamity which has befallen the people of Porto Rico is one of the greatest disasters of modern times, and many thousands will die from exposure, disease, and famine unless the generosity of our countrymen comes promptly and largely to their relief.

By request of the Secretary of War the Merchants' Association has undertaken this work, and we appeal to all patriotic citizens to show to the suffering people of our new possessions that the extent of our flag over their territory is to be of immediate material as well as moral benefit to them.

Large amounts of money are necessary to purchase food, clothing, and medical supplies immediately, which will be distributed under supervision of the United States Army officers.

Checks may be made payable to S. C. Mead, treasurer Porto Rican relief committee, care of the Merchants' Association of New York, 246 Broadway, New York City.

Meanwhile William R. Corwine, of the Merchants' Association, used the funds that were in the hands of the Merchants' Association committee for the benefit of the Colonial Aid Society in buying clothing and medicines. He immediately commenced shipping, and having used up the money in hand anticipated what might be received in response to the appeal of the committee, of which Governor Roosevelt was chairman, by buying freely, shipments to be sent by each transport and by the steamers of the New York and Porto Rico Steamship Company, and by the Red D Line, which had volunteered to carry a certain amount of cargo for the island free of all freight charges.

His purchases were confined to medicines, such as quinine and other drugs useful in such an emergency, and to general lines of clothing, such as women's calico wraps and undershirts and men's undershirts and trousers.

The appeal which was prepared by the committee, of which Governor Roosevelt was chairman, was mailed to 12,000 merchants in the city of New York, and was sent generally to the press throughout the State. Almost immediately responses were received in the shape of money and clothing.

Within a very short time about \$20,000 in cash had been received, of which Mr. Corwine had expended about \$15,000 for supplies of the character above named, all of which had been shipped.

Meanwhile, the Secretary of War had appointed a committee known as the Central Porto Rico Relief Committee. This appointment was made on the 19th of August. The committee consisted of the Hon. Cornelius N. Bliss, ex-Secretary of the Interior; Brig. Gen. Guy V. Henry, United States Army, formerly governor-general of the Department of Porto Rico; the Right Rev. James H. Blenk, S. M., D. D., Bishop of Porto Rico, then temporarily sojourning in the United States; the Hon. Warner Van Norden, President National Bank of North America; William R. Corwine, of the Merchants' Association of New York; the mayor of Boston, or such representative as he might choose to designate; the mayor of New York, or such representative as he might choose to designate; the mayor of Philadelphia, or such representative as he might choose to designate, and the mayor of Baltimore, or such representative as he might choose to designate.

In his letter of appointment, the Secretary of War said:

"I have determined to request the following gentlemen to act as a Central Porto Rican Relief Committee, to which I shall request all local committees to report, and which may perform the very necessary duty of coordinating the procurement and furnishing of supplies, concentrating the money raised into one fund, to regulate its expenditure so that the supplies furnished may conform to the requirements in character and quantity and confusion of effort be avoided.

"The work of distribution in Porto Rico will continue under the direction of the Quartermaster's Department of the Army, which will furnish or procure all the vessels required. Between these agents of distribution and transportation on the one hand and the great number of local committees, none of which knows what the others are doing, on the other hand, the new committee is expected to stand.

"It is not expected that, beyond forming the original organization, a very great amount of time and labor will be required of the members of the committee, the work being, in the main, of the character to be transacted by a secretary and clerical force, with the possible assistance of a small executive committee."

This committee organized by electing the Hon. Cornelius N. Bliss chairman, the Hon. Warner Van Norden treasurer, and William R. Corwine secretary.

At the meeting at which the organization was perfected, the mayor of New York City was represented by the Hon. Randolph Gugenheimer, president of the council of the city of New York, then acting mayor of the city; the mayor of Baltimore, the Hon. William T. Malster, was present in person; the mayor of Boston did not reply to the letter sent him asking him to be present, and the mayor of Philadelphia had written declining the appointment on the committee.

Others present at the meeting were, besides Mr. Bliss, Mr. Van Norden, and Mr. Corwine, Brig. Gen. Guy V. Henry and the Right Rev. James H. Blenk.

The National Bank of North America was designated as the depository of the funds.

At this meeting Mr. William R. Corwine asked for and obtained the permission of the committee to retain the balance of the fund which had been collected by the Merchants' Association committee, to be placed to the credit of the committee originally formed to cooperate with Mrs. Henry and Mrs. Hoff, to the end that the charitable work which had been inaugurated might be carried on so far as the funds in hand would allow the committee to aid the Woman's Aid Society of Porto Rico.

The Central Porto Rican Relief Committee thereupon issued an appeal to the public at large. This appeal was headed "An Appeal to the People of the United States." It read as follows:

"The greatest distress prevails in the island of Porto Rico. Tens of thousands of the inhabitants are without food or clothing. Their only hope of keeping off famine and starvation lies in the patriotism, generosity, and broad charity of the American people. That the Porto Ricans have the strongest claims on us for aid in the awful affliction is beyond questioning. They gave themselves into our keeping; they came to us with words and deeds of loyalty and with love for the American flag and all it stands for.

"Help has already been most generously extended to the sufferers, but it must be continued until new crops can be raised on the lands devastated by the hurricane. It is estimated by the governor-general of the island that \$1,500,000 will be required to procure for the destitute the mere necessities of life during the period of prostration.

"The committee feel confident that this appeal will meet with a prompt and adequate response from the whole nation.

"The object of the committee is to carry on the work of purchasing and shipping supplies to Porto Rico, but it is not in any way to supersede or to take the place of any committees previously formed in any cities for the purpose of collecting money or supplies for this laudable cause.

"It is expected that through this committee local committees may be informed of just what is needed in Porto Rico. It will, if required, make purchases, using the funds which it has on hand and such other funds as the committees in various cities or the officers of such cities may have collected or may collect to aid in this charity, giving due credit to each official, person, or committee from whom money or supplies may be received.

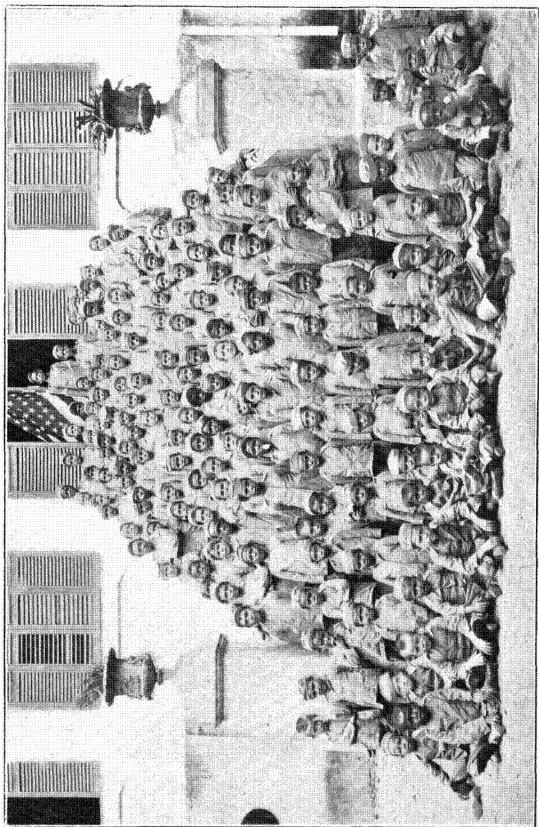
"Contributions can be sent to mayors or executive officers of the committees in their cities and towns, and can then be transmitted to the National Bank of North America, 25 Nassau street, New York City, from which place disbursements will be made by the committee."

The committee designated the Merchants' Association of New York, No. 346 Broadway, as the place where all detailed information could be supplied and where goods would be received and shipped.

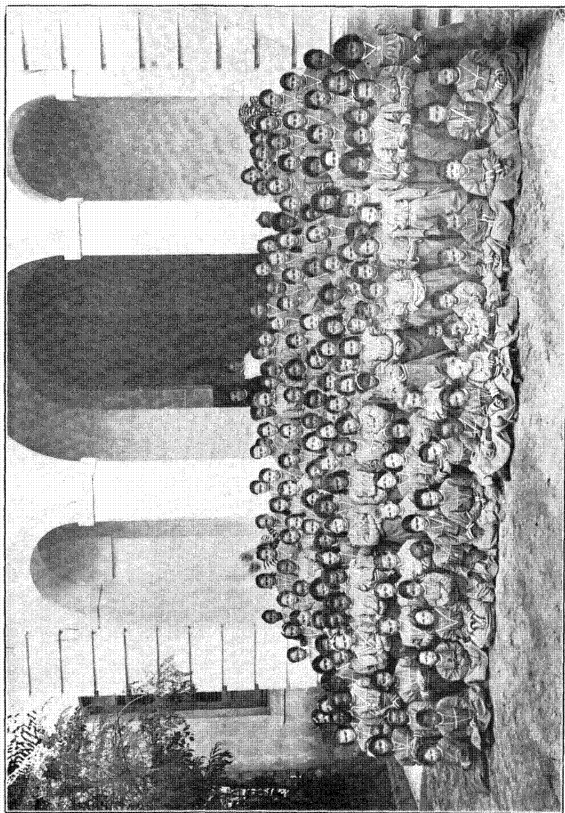
To save as much expense as possible, the secretary of the committee, Mr. William R. Corwine, on behalf of the Merchants' Association, offered his own services and the services of the staff of the association to do all the detail work without charge. This offer was accepted.

Copies of this appeal were mailed to all the committees which had been organized in the different cities of the United States, were sent to the press, to all banks through the country, and to all the churches of the various leading denominations, except churches of the Roman Catholic faith, to which Bishop Blenk directly called the attention of the authorities in the leading dioceses.

Purchases were made by this committee of the food and clothing for which General Davis made requisition upon the Secretary of War, so far as the funds in hand enabled the committee to make these purchases. A large amount of rice, beans, fish, and medical supplies were bought and shipped weekly on the Government transports. All the details of this work was attended to by the secretary of



BOYS' CHARITY SCHOOL, SANTURCE.



GIRLS' CHARITY SCHOOL, SANTURCE.

the committee, who was aided loyally by the various employees of the Merchants' Association.

Meanwhile the employees of the association received and forwarded a very large number of boxes, barrels, and packages of all descriptions, which were sent in from charitable organizations connected with churches or other societies throughout the entire United States, and looked after large shipments of raw material which were donated by firms and factories in lieu of actual money subscriptions.

The purchases more than kept pace with the fund, until in December further shipments were discontinued, the last shipment being a large amount of medical supplies sent on requisition of Colonel Hoff, surgeon in charge of the department at Porto Rico, who had been acting as the president of the board of charities of the island through all this trouble.

After the sending of supplies had been discontinued, there was a small balance left. This was swelled by further contributions, which kept coming in from churches and charitable organizations as well as from individuals.

The amount finally became so large that it was decided by the committee, after consultation with the Secretary of War, that it would be wise to send Mr. William R. Corwine, secretary of the committee, to Porto Rico, so that he might make a personal investigation of the conditions there and ascertain how this balance could best be expended for the benefit of those who suffered directly from the hurricane or for the children of those who were killed by the hurricane and the floods which accompanied it, it being the opinion of the committee, as well as of the Secretary of War, that such children would be the proper beneficiaries of the fund.

Mr. Corwine volunteered to go as soon as he was able to leave his business. The directors of the merchants' association had their regular meeting in April and gave their consent for Mr. Corwine to make the trip. He left New York on the 16th of April and went over the island as thoroughly as the time at his disposal would allow him to do.

He returned on the 10th of May and made a report to the committee, the original of which was sent to the Secretary of War, and which in due course was approved by that official. In this report Mr. Corwine gave the details of his trip and investigation. In his conclusion he says:

"In view of the conditions as set forth above, it seems to me that the best possible use that can be made of the balance now in the hands of the committee would be to erect and equip with 200 beds an orphan asylum in the city of Ponce, under the jurisdiction of the municipal authorities in that city, to be operated by a commission to be composed of the council of that city, president of the board of health, the chief officers and the officers of the auxiliary branch in Ponce of the Woman's Aid Society of Porto Rico and the Porto Rican Benevolent Society; that the plans submitted by Lieut. H. E. Eames, Eleventh Infantry, chief engineer officer of the city of Ponce, be adopted as the basis of the erection and equipment of such asylum; that the details of the work be left with Right Rev. James H. Blenk, bishop of Porto Rico, who is a member of the central Porto Rican relief committee, resident of the island of Porto Rico; that no bills for the work or equipment contracted for in Porto Rico be paid except upon his indorsement; that the total to be expended for this work should not exceed \$6,000; that of the balance, there should be set aside small amounts to be donated to some of the general hospitals on the island, such as Bishop Blenk may be willing to appoint as being worthy recipients of such amounts, and that the main portion of the balance be retained for the support and maintenance of the orphan asylum for as long a period of time as the money will allow it to be supported, in connection with such annual appropriation as may be made by the city of Ponce for this work."

Upon receipt of notification of the organization of the Porto Rican central relief committee, the following letter was addressed:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., August 13, 1899.

COMMANDING GENERAL, DEPARTMENT OF PORTO RICO,
San Juan, P. R.

SIR: In order that the general committee in the United States, appointed by the Secretary of War at your request to receive such contributions as may be made in the United States for the relief of the sufferers from the recent hurricane in Porto Rico, may be enabled to appreciate the food requirements here, I have the honor to submit the following estimate:

Probable indigents requiring food, 250,000; probable length of time before food crop can be raised, fifteen weeks. Allowing two weeks for contingencies, we will have to feed 250,000 people one hundred and twenty days.

Based upon this estimate of time and numbers, and allowing 1 pound of food per day for each individual, it will be seen that 30,000,000 pounds of food will be required for the relief of hunger in Porto Rico.

The simplest, most effective, and acceptable ration will consist of beans, rice, and codfish or bacon, in proportion of 3 pounds each of beans and rice and 1 pound of codfish or bacon per week.

On this basis the supply for each week will consist of—

	Pounds.
Rice	750,000
Beans	750,000
Codfish or bacon	250,000
Total	1,750,000

The island has been divided into 75 depots of distribution and 17 districts as indicated by the inclosed order, exclusive of the general depot at San Juan, giving an average requirement for each district of 12½ tons per week, to transport which will require 10 carts, 20 men, and 40 oxen; a total of 700 carts, 1,400 men, and 2,800 oxen.

Estimated cost for seventeen weeks:

12,750,000 pounds rice, at 5 cents per pound	\$637,500
12,750,000 pounds beans, at 3 cents per pound	382,500
4,350,000 pounds codfish, at 8 cents per pound	340,000

Transportation:

700 carts for seventeen weeks, at \$10 per week	119,000
Sundries	10,000

1,489,000

Bacon would cost one-third more.

No estimate has been made for medicines, personal service, clothing, etc., which will doubtless amount to at least \$51,000, making a grand total of \$1,549,000.

It will be seen by the foregoing that Porto Rico wants from your committee food in its simplest and least expensive form. If the committee can obtain from the charitably inclined of our country one million and a half dollars, and it is expended judiciously and in accordance with your request, it is believed that it will be unnecessary for anyone to die of starvation here. Supplies other than food will of course be acceptable, but their purchase should not be allowed to impair the ration fund of one and a half millions, which should be applied to this purpose and this alone. It is hoped that the number of indigent has been over-estimated, and that in any event the resumption of labor on public works on the island will enable the people to purchase their own food, but I can not believe that with the almost total destruction of crops of all kinds that we can hope for a much less demand upon our charitable people than above set forth.

Many families are homeless and clotheless, but houses in this country may be and a large proportion are constructed from the bark of the nearest palm tree, while clothes, though desirable, are not the sine qua non to existence which food is.

If our people give more than the above-mentioned sum, it can be applied to many worthy uses, but until that sum is absolutely in hand I beg that any money received will be spent for food only, to be purchased through the commissary department, and that no purchase be made except upon your request.

I might add that strenuous orders have been issued directing that no able-bodied man shall receive food unless he rendered an equivalent in work and that all mis-use of said supplies will be punished by fine or imprisonment. The whole object of the board is to feed the starving, and at the same time prevent them from being pauperized.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A.,
President of Board.

It will be remembered that this board had no knowledge of any source of food supply for the famished here beyond the charitable offerings of the people at home; hence its anxiety that all resources be husbanded and applied to the purchase of food.

On September 12 the board received the following letter:

NEW YORK, September 12, 1899.

Maj. JOHN VAN RENSSLAER HOFF,
Surgeon, U. S. A., President Board of Charities,
San Juan. P. R.

DEAR SIR: Your letter of September 2, acknowledging receipt of shipment made by the Porto Rican relief committee of the merchants' association consigned to Porto Rico, by the steamship *Evelyn*, came duly to hand this morning.

I received to-day a telegram from the Adjutant-General at Waslington asking me to hereafter consign all goods to the Board of Charities of San Juan, of which you are chairman. His suggestion will be adopted.

I would write you more at length concerning what is being done here to aid in this matter, but the results in the shape of shipments will show you how far we are accomplishing our desires in this matter. From these results you will see what the interest of all of us in this work must be, and therefore I trust no further excuse for lack of detailed information will be necessary.

Assuring you of our desire to heartily cooperate, I am,

Very truly, yours,

WM. R. CORWINE,

The Central Porto Rican Relief Committee.

Which was answered as follows:

BOARD OF CHARITIES OF PORTO RICO,

San Juan, September 20, 1899.

WILLIAM R. CORWINE, Esq.,

Secretary Porto Rican Relief Committee, New York City.

MY DEAR SIR: I have your favor of the 12th instant, which reached me this a. m. The board of charities of Porto Rico congratulates itself that the central committee at home has so active and enthusiastic an executive officer, and one who so thoroughly understands the people we are all trying to help.

General Davis has set forth in various communications the vital requirements of the situation, which will enable your committee to appreciate the extent of the problem before us.

The greatest difficulty we labor under is to get at the exact truth. We have to do with a strange people, speaking an unknown tongue, whose education, business, moral standards, everything, differ from our own. They have for generations been held in the hollow of the Spanish hand and taught to look to their master for all things. Unity of action, independence of thought, initiative in every direction have been discouraged for all these years, until as a result there exists in Porto Rico to-day a race of naturally bright, but generally uneducated and unscrupulous, children, who look to the Government as a child to its father, and who hesitate not to deceive that favor may follow.

This people have literally obeyed the scriptural teaching to take no heed of the morrow, nor do they lay up for themselves treasures upon earth (probably because they know too well that neighboring thieves will break through and steal). Thus any catastrophe finds them wholly unprepared, and if that catastrophe reaches the bounteous food supply that nature furnishes, they are lost.

The hurricane destroyed the food, which cannot be reproduced under three months, and during this time we must subsist a large percentage of the population.

A consolidated report of this board for the week ending the 9th, which accompanies General Davis's letter to you, will furnish you with the idea upon which this board is working.

It is hoped that, by more rigid inspections and an awakening of the better classes to a realizing sense of the fact that they must help themselves and this board by seeing that no unworthy one is fed, we will be able to somewhat reduce the large percentage of indigency now reported. But this is by no means certain.

General Davis has told you what we need, to which I can add nothing. But that you may know something of the methods of administration of this board, I send you various orders, circulars, blanks, etc., which are an epitome of its history.

At this moment we are making a sort of partnership agreement with the planters and peons which we hope will prove valuable to all three, but unfortunately its value largely depends upon the man behind the machete. In any event, however, it will enlist the planters on our side.

I trust you were not startled by the board's requisition for medicines. Demands for medicines are numerous and varied, and if we can meet them at not too great cost it is an effort in the direction of humanity.

The clothing you have sent and that supplied by the Woman's Aid Society of San Juan helps to cover the nakedness which is habitually too apparent. The beans, rice, and codfish flow in weekly; so, all things considered, Porto Rico might be in a worse plight, but not much worse.

Change of government, change of markets, the going out of the old, the coming in of the new, means but the same old story of the survival of the fittest. The hurricane was a dreadful blow, but it will hasten the cure of a disease so radical that the deepest cutting, even to the vitals, alone would suffice.

Trusting that our people will be willing to bear the added burdens that Porto Rico's hurricane has thrust upon them, and that your committee will be entirely successful in its undertaking, I remain,

Very truly, yours,

JOHN VAN R. HOFF,

Major and Surgeon, U. S. A., President of Board.

By reference to the foregoing resumé it will be observed that large demands were made upon the central committee for medical supplies. Nothing daunted by the unfamiliar order, the matter was at once undertaken and the much-needed supplies were soon en route.

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., October 13, 1899.

WILLIAM R. CORWINE, Esq.,
Secretary Porto Rican Relief Committee, New York City.

SIR: Much obliged for your letter of the 3d instant and glad to hear that the medicines, etc., are en route. You will observe from the inclosed consolidated weekly report that there is a considerable amount of sickness for which medicines are demanded of the board of charities. These people have really made no adequate provisions for the care of their sick anywhere on the island. Their so-called municipal hospitals are barns, without furniture or anything else to conduce either to recovery or to easy death.

The truth of the matter is, we expect too much of Porto Ricans. They are a hundred years behind the times, and with the best coaching it will take them fifty years to catch up.

Your kind words about the Army are appreciated. We try to do what comes to our hand to the best of our ability. The motive is always right and the results must answer for themselves.

Am sorry our people have lost active interest in Porto Rican relief, though not surprised. It would be a national disgrace if any considerable number of people here should die of starvation, and that is exactly what would happen if a constant stream of food failed to flow in from home. The chronic poverty here is distressing and would be fatal in almost any other climate. Nature has been kind to the individual and not to the race. The population is not a survival of the fittest, but of all kinds, so that the vast majority of Porto Ricans, descendants of unnumbered generations of semistarved ancestors, live in abject poverty, ignorance, and degradation. We can not let them starve; so we must feed and clothe them now, educate them later, and gradually bring them to an appreciation of the meaning and blessings of being a part of our nation. There is here a fallow field in which to plant the seeds of knowledge, but we must not expect a crop before we do the planting.

The work of your committee is a real charity and deserving of thorough support and success.

Very truly, yours,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

The medical supplies having arrived, were duly acknowledged as follows:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., October 30, 1899.

WILLIAM R. CORWINE, Esq.,
*Secretary Central Porto Rico Relief Committee,
New York City.*

DEAR SIR: Your favors of the 17th and 18th instant reached me in due course of mail. Of the medical supplies invoiced, the board has received up to the present 88 boxes, 1 cask, and 9 bales, which represent about one half of the total number. The remainder, I presume, will come later. Thank you very much for these supplies, which came in excellent condition, as do all goods shipped under your auspices. This fact has been remarked from the beginning, and there is no legitimate reason why anything sent from the merchants' association should fail to reach its destination, wind, weather, and other uncontrollable causes permitting.

As I wrote you in my last, relief efforts are being more and more directed toward the mountain districts—the coffee region.

Our scheme of combination with the planters and peons, of which I wrote you, is developing to an unexpected extent. I thought that not over 500 planters would desire to accept the assistance of this board, but already we have over 2,000 applications, embracing requests for an aggregate of 200,000 rations per day.

All applications are being carefully investigated before the agreement is consummated, and the consensus of opinion is that good will result from this plan. I send you the consolidated weekly report for the 21st instant. No material change is observed from the reports of previous weeks. Reports which reach the superior board of health (of which I am also president) indicate that there is an increasing amount of dysentery, especially in the mountain districts, and a marked

increase in the normal death rate, which is 26.6 per thousand. By reference to current reports of the board of charities it will be observed that the present rate is double the average rate.

The unexpected arrival of the *Burnside*, with 100 tons, and *Resolute*, with 360 tons, has filled our storehouse and enabled us to meet the probable demands of November. In fact, General Davis cabled the Secretary of War asking that no more relief supplies be sent until specifically requested, and it is quite probable that very little more will be needed for December and none after the first of the year. Porto Rico can not sufficiently thank you and your committee for the kindly efforts in their behalf, the result of which will become more apparent to them and the world at large when the history of this great charitable effort comes to be written.

We are greatly shocked to hear of the death of General Henry. His shattered frame had so long and so often resisted the attacks of the life destroyer that we of the Army had come to believe that he bore a charmed life and that only age and wear would gradually lay him low, but such was not to be. He was a soldier, and, as General Davis said, "a patriot and lover of Porto Rico."

Trusting that you are well, I remain,

Very truly, yours,

JOHN VAN R. HOFF,

Major and Surgeon, U. S. A., President of Board.

November 13 the president of the board addressed Mr. Corwine as follows:

DEAR SIR: I return you herewith the landing certificate for 1,460 bags of rice received via S. S. *Philadelphia*, duly signed and certified, and will send details of receipt of the shipment of medicines as soon as report reaches me from the officer in charge of the medical supply depot. I am just in from an inspecting tour in the mountains, where I found considerable serious illness, quite an epidemic of dysentery, but, thank God, no one dead of acute starvation. In the work we have had to do here I have recognized but one paramount rule, viz, "No one shall starve to death," and I believe we have been successful in keeping up to it. Economic considerations were to the board of charities secondary, and though we have striven mightily to fit them into their proper relation, after all, the main question was human life. That an appalling loss of life has not occurred in Porto Rico is due solely to the fact that the United States has presented the people here with 20,000,000 pounds of food.

I have had many plans suggested to relieve the economic situation here, all of which involved the obtaining of money, apparently from some supernatural source by supernatural means, but I have yet to meet a man thoroughly familiar with the situation who failed to appreciate that imported food was now absolutely necessary to life in Porto Rico, and that until the above-referred-to supernatural agency should get to work, food would have to be distributed gratuitously.

The practical fact is that the money lenders have locked up the money and will not lend it on any security now offering: but there is just as much money here as there ever was and the security is just as good, only the relation of Porto Rico to the United States is undetermined, and until this is settled capital will remain timid. Nobody ever failed to be able to borrow when he could furnish satisfactory security and was willing to pay enough for it; and that is just as true here as anywhere, but the security here depends upon legislation—and for that reason more than any other the hurricane was most inopportune. We must wait for legislation and look with suspicion upon any scheme which proposes a panacea to cure evils which all business experience has proved can be cured in but one way—the restoration of confidence. In a year from now Porto Rico will be in the midst of a great boom; people will then forget that famine and death ever impended over this fair island. But you and I will remember that the United States beans, rice, and codfish a year before saved thousands of lives, and that no one of the numberless proposed patent remedies helped even a little bit.

I don't often wander so far afield in my business communications, but I trust you will pardon this digression and attribute it to levity on the part of one who has had a great task to perform, and now, almost seeing its fruition, is putting off his garments of care and taking his fling at the doctrinaires who are ever ready to pull down the house but never prepared to put up a better one in its place.

Trusting you are well, I remain,

Very truly, yours,

JOHN VAN R. HOFF,

Major and Surgeon, U. S. A., President of Board.

Unfortunately, the above-expressed hope of an early completion of the work of relief was not realized, and it yet dragged on for several weary months.

As the originally estimated period of relief work was drawing to a close, on the 19th of December, the secretary of the central committee wrote:

We are discussing now the advisability of putting our surplus funds in the building of an asylum or hospital somewhere on the island where one or both will do the most good. The suggestion for this came originally from General Davis, with whom I communicated as to the best use which could be made of surplus funds.

Before the organization of the central committee many cities formed committees of their own, and money and material was sent direct from them for the relief of Porto Rico.

August 27 the U. S. gunboat *Panther* brought a load of material from Philadelphia at a most opportune moment and, what is more, distributed it from port to port under great difficulties. The season was a tumultuous one, the water very rough, and landing often impossible. The rain came in torrents, the air was filled with rumors of approaching hurricanes, and the stevedores refused to work. What wonder that Captain Ward and his gallant crew were beset with difficulties; but he conquered them all and, with little loss of food, which was compensated for by celerity of delivery, brought life and comfort from the City of Brotherly Love to Borinquen. Then came the U. S. transport *Wright* with the Baltimore and Washington contributions, under charge of Mr. Leser, followed by the *Resolute*, under the command of the gallant Commander Kelley, U. S. N. Besides those the *Evelyn*, *Philadelphia*, *Hildeur*, and two schooners (consigned to De Ford & Co.) arrived with relief supplies.

As set forth in the foregoing statement of accounts, this board received over \$16,000 in cash from various sources, chiefly in the United States.

The Maritime Association of the Port of New York was the most liberal contributor, through its chairman, Mr. Harry T. Knowlton.

The Porto Rico Steamship Company and the Red D Line not only contributed largely, but their ships were placed at our disposal for the free transportation of relief supplies.

The cable companies all volunteered their lines for the free transmission of messages.

The French railroad and those to Santurce and Bayamon helped in the battle against starvation.

England assisted with the contribution of £100 from Messrs. Starert, Legomala & Co., of Manchester. Nor was Porto Rico unrepresented, a few of her citizens contributing liberally to help their suffering fellows.

A detailed list of contributors, so far as it was possible to obtain the names of such, is a part of this report.

The following is a summary of the receipts and disbursements of the "contribution fund," Porto Rico relief:

Receipts from subscriptions and sales of supplies and sacks	\$16,336.82
Disbursements, as per vouchers	12,734.07
Balance	3,602.75
Deposited with De Ford & Co.	178.19
Deposited with American Colonial Ban	3,424.56

THE WOMAN'S AID SOCIETY OF PORTO RICO.

This society, organized by Mrs. Henry during the incumbency of General Henry as military governor, had been meeting and overcoming immense difficulties during the six months preceding the hurricane. Its members had organized for charity where organization for such a purpose was unknown. They had entered a field which was entirely new—a field which was so broad in its possibilities and so obviously in need of attention in every direction that any undertaking by them with their extremely limited means seemed predestined to failure. Such a large proportion of the population was in need of assistance of one kind or another, and so few of those who knew the people and their language understood the methods of the society, that the usual obstacles met in organizing for any new work were greatly increased. But by unceasing and strenuous efforts these few American ladies surmounted every obstacle and long before August were carrying out a system of aid to worthy women in San Juan, which was a veritable godsend to hundreds and the like of which was unknown to the Porto Ricans. Their self-imposed labor was continually being added to as the news of the good produced spread, and at the time of the hurricane it seemed that to add to their responsibilities was a physical impossibility. But the same tireless energy which carried them through the difficulties of the beginning enabled them to successfully meet the additional duties that naturally fell to their lot as a consequence of the storm of August.

The relations of the society to the board of charities were most intimate throughout the period of relief work. Their method of relief is fully described in the first annual report of the society, a most interesting and valuable document. It was one by which they supervised the making and distribution of clothing.

The board received an abundance of clothing from the United States and also a large amount of material for such. This latter was invariably sent to the Woman's Aid Society, which supervised its manufacture into clothing and subsequent distribution.

Urgent requests for clothes of all kinds were being constantly received, both from division inspectors and the civil authorities. They were frequently referred to the Woman's Aid Society, which had perforce been transformed from a local to an insular charitable organization.

The following cases show the variety of sources of requests and the courses pursued:

On November 14 the division inspector, Aibonito, forwarded a request by some Porto Ricans for clothing, with the following indorsement:

Respectfully forwarded to the board of charities, San Juan, P. R. Would suggest that cloth be sent here and these people could make it up for their children.

This was referred to the aid society and returned indorsed as follows:

WOMAN'S AID SOCIETY OF SAN JUAN,
San Juan, November 19, 1899.

Respectfully returned to the board of charities of Porto Rico.

This society has no material to furnish, but will send 100 garments at the earliest possible date.

LAVINIA D. HOFF,
President Woman's Aid Society of Porto Rico.

In December the local board of charities at Aguas Buenas requested clothing. After due investigation the letter was referred to the aid

society and returned with the information that "the within-requested clothing will be furnished at the earliest possible moment."

In the same month the division inspector, Lares, forwarded a report of the noncommissioned officer at San Sebastian, stating that the 13 patients in the municipal hospital were in a deplorable condition and urgently requesting that clothing and bedding be sent.

The following indorsements show the course pursued:

[First indorsement.]

BOARD OF CHARITIES OF PORTO RICO,
San Juan, December 27, 1899.

Respectfully referred to the Woman's Aid Society, San Juan, there being no clothing or other like material in possession of the board of charities.

By direction of the board of charities of Porto Rico:

P. R. EGAN,
Secretary Board of Charities of Porto Rico.

[Second indorsement.]

Respectfully returned to the board of charities of Porto Rico.

The clothing and bedding, with the exception of cot covers, have been sent as requested.

LAVINIA D. HOFF,
President Woman's Aid Society of Porto Rico.

SAN JUAN, P. R., *January 5, 1900.*

That the work of the society was becoming widely known throughout the island is evidenced by the following letter from Morovis addresses to its president:

MOROVIS, P. R., *March 1, 1900.*

PRESIDENT OF THE WOMAN'S AID SOCIETY, *San Juan, P. R.*

(Through the board of charities of Porto Rico.)

MADAM: I have the honor to inform you that there is a great number of women and girls in my parish who will not go out of their respective houses because of the absolute want of clothing; consequently I hereby apply to you as president of said society for the necessary material to supply 14 or 20 persons in each barrio of this district. I will take charge of the distribution myself so that the work will be satisfactorily done.

I remain, madam, your obedient servant,

RAFAEL FUNTANE,
President Local Board of Charities.

NOTE.—The barrios are 12.

The letter followed the usual course, the indorsement of the aid society being as follows:

Respectfully returned to the Board of Charities of Porto Rico. Clothing has been sent as requested.

LAVINIA D. HOFF,
President Woman's Aid Society of Porto Rico.

These were but a few of the cases, and merely show the course pursued in this connection. They do not adequately serve to indicate the extent of the cooperation of the aid society with this board, nor the large amount and importance of its charity work. The society filled an important part in the completed scheme of organization for relief.

The board, of course, was pleased to be of any assistance to the society in its local work, and, on occasion, turned over to it, for use among the indigent, such available food or other material as was required.

The following letter was received in February:

SAN JUAN, P. R.

BOARD OF CHARITIES OF PORTO RICO.

GENTLEMEN: The Woman's Aid Society of Porto Rico desire to express to you their grateful appreciation of the generous assistance you have rendered to their work through all the months of this first year of the existence of their society. They hope you can realize how much good you have helped them to do in every way by the food, clothing, and materials you have supplied. They are specially grateful for your kind response to their appeal at Christmas, making it possible for them to give the poor people of San Juan such a memorable day. Hoping that the close connection between your work and ours will always enable us to keep your confidence, we are,

Most gratefully, yours,

Mrs. EVELYN E. WHIPPLE,
Secretary Woman's Aid Society of Porto Rico.

FEBRUARY 9, 1900.

To which reply was made as follows:

SAN JUAN, P. R., *February 13, 1900.*

SECRETARY OF THE WOMAN'S AID SOCIETY OF PORTO RICO,

San Juan, P. R.

MADAM: In acknowledging your kind letter of the 9th instant I am instructed by the board to express its highest appreciation of the assistance rendered it by your society. Through all these months of struggle to keep the bodies and souls of thousands of hungry, homeless, clotheless people together we could always rely upon the Woman's Aid to help effectively when help was most needed, and we have never called for assistance that has not been speedily given. Trusting that your admirable society may be able to continue indefinitely the excellent work done by it during its year of existence, I remain, with assurances of distinguished consideration.

By direction of the Board of Charities.

P. R. EGAN,
Secretary Board of Charities of Porto Rico.

Too much credit can not be given to the Woman's Aid Society of Porto Rico for the valuable aid rendered to those who were undertaking the relief of the hurricane sufferers. It must be remembered that such general work was entirely beyond the original intentions of the society, and that its local charity work was at any time a large undertaking, but had naturally greatly increased as a consequence of the storm.

LIST OF CONTRIBUTORS TO CONTRIBUTION FUND.

Aplin, A. L., Grand Rapids, Mich.	\$50.00
American Book Company, New York	250.00
Bitter, John, commissary sergeant, U. S. A., San Juan	5.00
Bolton, Bliss & Dallet (Red D Steamship Company), New York	1,000.00
Cruz, Eusebio Collago	2.40
Erlanger, Baron, London, England	1,000.00
Fathers of Redemption, San Juan	10.00
Groff, George G., San Juan	10.00
Headquarters Department, personnel:	
Gen. George W. Davis	\$25.00
Col. C. H. Heyl	20.00
Maj. J. V. R. Hoff	25.00
Maj. Jas. Buchanan	20.00
Maj. Thomas Cruse	5.00
Capt. G. Langhorn	15.00
Lient. James J. Hornbrook	10.00
W. Reeves	5.00
R. W. Hettenger	2.00
Z. V. Spinoza	5.00

Headquarters Department personnel—Continued.

Hulio F. Anduz	\$5.00	
J. E. Hinzman	5.00	
I. Da Costa Gomez	5.00	
F. W. Hawes	5.00	
Isaac Hamilton	5.00	
Edmund Brock	5.00	
W. H. Evans	5.00	
John Smith	5.00	
P. W. Burnhorn	4.00	
M. E. Hughes	5.00	
Leon Chapuis	3.00	
A. H. Hersey	5.00	
C. H. Gray	5.00	
H. F. Besosa	5.00	
E. R. West	2.00	
L. T. Zbinden	5.00	
Harold W. Cowper	5.00	
		\$211.00
Joy, Lorenzo (from sale of contributed coffee)	3.00	
Kneedler, William L., New York	25.00	
Kurka, Frank	5.00	
Light-house keepers, Brinckend (Eulalio Hernandez, Lorenzo Castro)	2.00	
Ligomala, Stannert & Co., Manchester, England	495.00	
Lodge of Regeneration, San Juan, P. R.	15.00	
Lyon & Healy	25.00	
Maritime Exchange, The	8,311.50	
Marxauch, Dr. Jose	60.00	
Miller, Bull & Knowlton, New York and Porto Rico Steamship Company	500.00	
Müller, Schall & Co	500.00	
Navy, officers and enlisted men of, San Juan:		
Marine Guard, N. S.	\$8.20	
A. S. Snow	10.00	
L. C. Lucas	5.00	
C. W. Parks	5.00	
W. R. Gheradi	5.00	
F. W. F. Weiber	5.00	
F. A. Sawyer	5.00	
W. Y. O'Brien	3.00	
B. Frenkel	1.00	
S. Leroold	1.00	
Robert E. Lindsay	5.00	
A. Wilson	1.00	
N. Mitchel	.60	
John Ostman	1.00	
John Velsor	1.00	
S. Caprellman	1.00	
T. Firing	1.00	
William M. Jasobo	1.00	
Walter M. St. Elmo	2.50	
Crew of U. S. S. <i>Cesar</i>	7.50	
		69.80
New York Produce Exchange		1,554.00
Pilots of San Juan:		
Antonio Rodriguez	\$20.00	
Florentino Scotoliff	20.00	
Juan Santiago Escoboles	20.00	
Juan Garcia	20.00	
Vitelio Ramires y Gutierrez	20.00	
		100.00
Porto Rico Central Relief Committee		60.00
Penitentiary, Porto Rico (prisoners):		500.00
Raymon Herrera	\$2.00	
Alveto Morales	2.00	
Jose Belmonte	2.00	
Jose M. Gali	1.50	
Jose Adomar	2.00	

Penitentiary, Porto Rico—Continued.

Eladio Mercado	\$4.00
Ines Gonzalez	2.00
Raphael Vasquez	4.00
Tomas Diaz Torres	2.00
Benito Rojas	2.00
Nicolas de Tolenkins	2.00
Juan Hernandez Rivera	2.00
Francisco Lopez Ortiz	2.00
Juan Raphael Mercado	2.00
Jose Rodriguez Incognito	3.00
Jose Ramon Vargas	2.00
Antonio Lasalle	1.00
Venancio Adoma	2.00
Ramon Rivera Maldonado	2.00
Juan Cruz Melendez	2.00
Bermudo Tomey	2.00
Virgilio Maldonado	2.00
Sandalio Nieves	2.00
Jose Rodriguez Torres	2.00
Valentine Alisea	2.00
Remigio Alomar	2.00
Jose Viscarrondo	2.00
Juan Pagan	1.50
Franco Turino	1.50
Jose Lopez Incognito	2.00
Gil Arranzamendi	2.00
Juan del Valle Mojica	1.00
Jose Vincente Rivera	2.00
Ahafito Rivera Alvarez	2.00
Alejandro Osland	2.00
Genaro Garcia Perez	2.00
Antonio Sanchez Olizea	2.00
Juan Ferrer Pomaes	2.00
Mateo Cubertier	1.00
Victorio Gomez	2.00
Damosa Carreras	1.00
Isaac Perez	2.00
Pedro Miguel Santiago	1.00
Jesus Marcano	1.00
Basilio Soltren	1.00
Marcos Serrano	2.00
Pedro Quinonez	.05
Jose Sonza	1.00
Angel Bocachica	2.00
Uncersleo Nieves	2.00
Juan Zaragoza Cruz	2.00
Juan Nicomedez Morales	1.00
Jose Hulan Mercado	3.00
Antonio Moler	4.00
Segundo Lopez Codero	1.00
Celestino Chavarria	2.00
Pedro Villegas	.50
Juan Mendez	1.00
Franco Perez Velez	2.00
Roque Passain	4.00
Franco Rivera Guchs	.50
Pedro Reveria	1.00
Jose Sepulveda Gonzaley	2.00
Ramon Acevedo	1.00
Tomas Acevido	1.00
Pedro Jose Calderon	2.00
Juan Garcia Maldito	1.00
Juan Caban Roman	3.00
Juan Torrez	2.00
Hginio Melendez	2.00
Placido Martinez	2.00
Franco Garcia Rivera	2.00

Penitentiary, Porto Rico—Continued.

Juan de la cruz, Amdijar	\$2.00
Sandelio Rivera	.25
Naticidad Oyola	.50
Franco Luis Lugo	1.00
Eduardo Rojas	2.00
Antonio Nieves	3.00
Isidoro Oliveros	2.00
Isaias Aceverdo	2.00
Emilio Alvarez	2.00
Antonio Lessalle Budro	.50
Franco Ortegadel Valle	3.00
Juan Arroyo	.50
Justo Arroyo	.50
Estevan Torres	.50
Pedro Vargas	1.00
Rufino Medino	1.00
Esteban Garcia	.50
Pablo Velez	.50
Quintin Cato	.50
Franco Marciano	.50
Demetrio Seden	3.00
Marcelino Melendez	1.00
Angel Perez	2.00
Lucanio Morales	1.00
Livorio Garcia Flores	.50
Juan Gunenez, Saco	.50
Felipe Martinez Maduro	.50
Limons y Ribe	1.00
Joaquin Valle y Tanfa	2.00
Felix Rodriquez	2.00
Pedro Benchampt	1.00
Genero Lopez	.50
Ramon de Leon	1.00
Cesaro Vasque	1.00
Geronimo Rijos	.50
Eluetrio Terrato	2.00
Juan Rodriquez	1.00
Juan Evangelista Carrero	.25
Julio Colon	.50
Pedro Rivero Crespo	3.00
Serafin Siera	.50
Raphael de Leon Vasquez	.50
Juan Diaz Garcia	2.25
Escolastico Colondres	.50
Juan Cuitro Prina	2.00
Valenton Castro	1.00
Eleminano Lugo	.25
Pedro Ruiz Noguera	1.00
Blas Martinza	1.00
Robustiano Gonzales	2.00
Jose Seda YcLedo	2.00
Franco Tiguerora	1.00
Pablo Trinidad Valadre	1.00
Juan A. Benet	.50
Jose Manuel Serano	.50
Jose Franco Serano	4.00
Juan Rivera Pilin	1.00
Rufino Giminez	.50
Jose Ortig Sanchez	2.00
Jose Rosado	3.00
Manuel Antonio Garcia	1.00
Lueis Oyala	2.00
Toribio Rivera	.25
Franco Lebron	2.00
Pedro Bhionet	.50
Trilon Landrom	1.00
Jose Antonio Dapena	1.00

Penitentiary, Porto Rico—Continued.

Camilo Perez	\$1.50	
Juan Montanez	1.50	
Manuel Sanchez Soto	1.00	
Jesus Prez .....	.50	
Eduardo Vega	2.00	
Manuel Crespo .....	.50	
Conception Melendez	2.00	
Eusebio Sanchez .....	.50	
Wenceslas Candebaria .....	.50	
Guillernio Garcia Nieves .....	.50	
Nicamor Amada Pern .....	.50	
Hilarco del Valle	2.00	
Elutario Pagan	1.00	
Isidoro Marqiez	1.00	
Manuel Sulsona .....	.50	
Jaime Rios	1.00	
Fernando Diaz .....	.25	
Jose Astorio Mojica .....	.25	
Jacinto Gonzalez .....	.25	
Fermin Lopez Negron .....	.25	
Eucarmacion Santiago .....	.25	
Vencente Sulsona	2.00	
Unknown	2.45	
	238.00	\$142.80
Rivera, Dias		3.00
San Juan, P. R., citizens of		102.60
San Juan Railroad Company		500.00
Scott & Bownem		250.00
Society Los Amigos del Bien Publico		15.00
Taylor & Williams, Louisville, Ky		20.00
Unknown sources		55.00
Van Rensselaer, Rev. M		5.00
Wiltwyck Chapter, Daughters of the American Revolution (Phoebe E. Roosa, treasurer)		187.35
Young, L. E		2.00

CONCLUSIONS.

RELIEF WORK.

The experience of the year of free food distribution in Porto Rico confirms the views advanced in the very beginning of the work, *that such a form of relief is but the least of two evils and demoralizing*, even though surrounded by every possible safeguard. As stated in the opening chapter of this report, we had a condition to meet—the people were starving. There was no money and no way to get any; only food, and how much of that even we did not know. So we were forced to employ the sole means at hand to keep these people from starving to death.

I believe it is necessary to reiterate this fact that all may understand the exact position of this board.

With this means only at command, what has been accomplished?

The board has received and distributed over 32,000,000 pounds of food and thousands of articles of clothing. It has furnished medicines and sick comforts to every municipality. In a word, it has kept a hundred thousand people here alive who otherwise would have been dead.

This is the absolute measure of its accomplishment.

With this food the board has cleared and cultivated over one-fourth of all the coffee plantations in Porto Rico; it has built or repaired

numerous trails leading in every direction through the mountainous regions of the island; it has cleaned up the towns, rebuilt hundreds of houses, and it might have done even more but for the lack of the mere implements to put into the hands of the tens of thousands of laborers who were forced to work for their lives.

Such catastrophes as that of August 8, 1899, have not been uncommon in Porto Rico. The official records covering less than four hundred years give accounts of more than thirty hurricanes which have devastated the island, an average of one every twelve years.

This being the case, it seems right that I should succinctly state our conclusions as to the best method of relief under like conditions.

The work that had to be done after the last hurricane, named in the order of importance, was:

First. To reopen the roads and trails to render intercommunication possible.

Second. To rebuild the houses, by which, to the largest extent, is meant the simple bark shacks of the peons.

Third. To clean up and cultivate the farms.

Fourth. To reconstruct and build new public highways and buildings.

Immediately following such a catastrophe it may be assumed that for a short time, until matters readjust themselves, the distribution of some food will be absolutely necessary. The machinery devised by us for this work seemed entirely adequate, and no better was suggested. This consisted of the division of the island into a certain convenient number of so-called "relief divisions," which were in turn subdivided into districts corresponding to the municipalities, the size of the division being determined by convenience in transportation. A general supply depot was established at San Juan, a depot in each relief division, a subdepot in each municipality, and in certain cases even in barrios.

With us the military posts became the depots, but that is a mere question of convenience. Under a civil government the depot town would be designated, as would also the relief divisions, and the boundaries of the latter would be determined by accessibility to the depot.

Under the present law a board of charities is a part of the government of each municipality, and it has well-defined functions. These boards now know what is expected of them, and they should be made wholly responsible for the care of the chronic poor, sick, infirm, and, for the first moment, the "acute" indigent. They should receive the food from the depot and issue it.

These boards should be assisted by barrio committees of sufficient size so that each member would not be required to know the condition of more than twenty families.

A census of the needy should be taken at the earliest practicable moment, one copy of which should be sent to the board of charities of Porto Rico, which board would have general supervision of the whole work of relief, and the other copy would be retained by the local board and should be constantly revised.

A careful record of all receipts and issues should be kept, a strict accountability for the relief supplies demanded, and reports should be made weekly to the central board.

The details of the procurement and transportation of the supplies would ordinarily be merely those of a like commercial proposition (of the utmost importance indeed), to be met by the means at command

of all business communities, and which would usually be adequate: Food from New York, through some produce exchange firm. Steamship to Porto Rico; any of several lines. Distribution in the island, steamboat and sailing vessels along the coast, and ox carts to the interior, beyond which the municipality would have to meet the question of transportation.

In the meantime, possibly years in advance, plans and specifications for the repair of every road and the construction of new roads should be prepared, and bids for the work then at once invited. Plans for the repair or reconstruction of public buildings should also be prepared and contracts let.

Pari passu with these, the railroads and other undertakings of a semipublic character would be getting ready to employ labor. Merchants, farmers, and other private employers would be laying their plans for further employment of labor. Everywhere labor would be in demand, and where labor is all occupied there dwells prosperity.

But all this presupposes one thing—capital. There must be money to pay labor or the old story of “beans, rice, and codfish” will be told again.

Porto Rico is intrinsically valuable enough to discount the future. She could borrow with reasonable freedom and repay with scarcely an effort.

The money—but “that’s another story.”

Under the suggested plan four months would be the limit of public food distribution, even to the so-called poorhouse population; for these kindly people are very generous and freely share with their poorer neighbors even their last crust.

The relief work under the military authority in Porto Rico ceased July 15, 1900, in accordance with an order from the Secretary of War dated June 22. Its record is made, whether for good or for evil, but whatever may be the verdict of posterity, certain it is that those whose duty it was made to execute this unfamiliar and distasteful task have, from the highest to the lowest, devoted their every effort to its successful accomplishment. There is scarcely an officer or enlisted soldier in this entire command but who has given something of himself to this work, and all are entitled to the thanks of the authorities as well as the grateful appreciation of the people of Porto Rico whom they have served and saved.

I desire especially to express my acknowledgment of the admirable work done by the following named, to whom in more than a proportionate measure is due the success that has attended the work of famine relief in Porto Rico:

Col. William A. Rafferty, Fifth Cavalry.

Lieut. Col. C. C. Carr, Fifth Cavalry (now colonel Fourth Cavalry), both of whom were, in turn, division inspectors of relief, Mayaguez, and both were untiring in the work.

Maj. Thomas Cruse, Quartermaster’s Department, who was in charge of the general relief supply depot, San Juan, and the distribution of supplies to the divisional depots. His work was untiring and invaluable.

Maj. P. R. Egan, Medical Department, United States Army, disbursing officer of relief, who purchased a large proportion of the nearly \$25,000 worth of medicine used and repacked and distributed it all.

Maj. Eben Swift, Porto Rican Regiment Volunteer Infantry, sometime inspector of the division of Humacoa, Cayey, and Arroyo.

Capt. H. S. Bishop, Fifth Cavalry, inspector of relief at Manati, in whose division the largest amount of food was distributed, an impor-

REPORT OF MILITARY GOVERNOR OF PORTO RICO.

result of which was that thousands of people were kept at or near homes who otherwise would have flocked into the coast towns.

pt. H. W. Wheeler, Fifth Cavalry, inspector at Aibonito, whose st in the poor people of his division inspired their confidence and ion to an unusual degree.

pt. H. R. Lee, Eleventh Infantry, inspector of Lares and after- s of Aguadilla, whose intelligent handling of the situation in his liction was remarked by all who observed it.

st Lieut. J. L. Haines, Fifth Cavalry, who succeeded Captain p as inspector, Manati, and who successfully closed up the work t important division.

H. W. Cowper, acting assistant surgeon, the first secretary and rsing officer of the board of charities, Porto Rico, who devoted lf to organizing the administration of the work of relief during rliest and most trying period.

gt. Gottlieb Williams, Troop F, Fifth Cavalry, noncommissioned r in charge of the division of Bayamon, where his work was most ntant and intelligent.

pl. Daniel G. Brose, Company I, Eleventh Infantry, who estab- l the first subdepot—that at Hato Grande—and whose work and ts were of the highest order.

. William Reeves, chief clerk of the chief surgeon's office, who charge of and managed with great skill the enormous amount of work connected with the department of planters' relief.

ssrs. J. W. Van Leenhoff, Angel Mattei, Carlos Battle, and Felix , Porto Rico coffee planters, who were appointed honorary inspect- relief in the most distressed districts and whose services were of value.

d, finally, the work is especially indebted to the Woman's Aid ty of Porto Rico, San Juan, P. R., whose assistance in the making istribution of thousands of articles of clothing for the naked all he island and in a hundred other ways, was invaluable; and to orto Rican Central Relief Committee, and particularly its able ntiring secretary, William R. Corwine, Esq.

spectfully submitted.

JOHN VAN R. HOFF,
*Major, Surgeon United States Army,
Chief Surgeon Department of Porto Rico,
In Charge of Porto Rico Relief.*

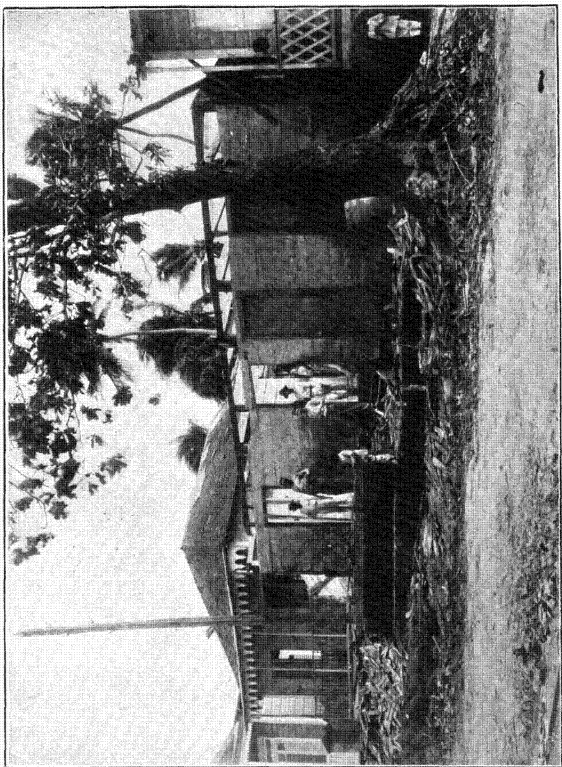
EXHIBIT A.

PRELIMINARY REPORT OF THE BOARD OF CHARITIES OF PORTO RICO.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
OFFICE OF THE BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., September 25, 1899.
MILITARY GOVERNOR OF PORTO RICO,
San Juan, P. R.

NERAL: In compliance with verbal instructions from you, I have onor to submit the following preliminary report of the relief in Porto Rico intrusted to this board:

received to date.....	\$13,650.10
ded	907.29
Balance on hand	12,742.81



PUERTA DE TIERRA, SAN JUAN.

SUPPLIES.

	Received.	Issued.	Remaining.
Provisions tons	5,041	3,061	1,980
Lumber pieces	2,566	2,566	-----
Nails kegs	301	219	82
Iron roofing rolls	400	341	59

Indigent at date of last report, 252,750.

At 12 m. on August 7, 1899, the following message was received at the adjutant-general's office: "Hurricane signals 11 a. m., center east of Dominica." By that hour on the following day the island had been devastated by the tempest and flood, hundreds of lives had been annihilated, thousands of people rendered homeless, millions of property lost, and, most of all, the fruit and food crop destroyed.

The most important problem that thrust itself upon you on the 8th day of August was not economic, but humanitarian. It was a question of saving human lives, not for a day or a week, but for many weeks.

ORGANIZATION OF THE BOARD OF CHARITIES OF PORTO RICO.

To meet this an instrument and immediate organization was necessary. The instrument which you created for the purpose was this board, over which I have the honor to preside and which was organized in compliance with the following order (received by this board on August 9, 1899, and promulgated in paragraph 9, General Orders, No. 116, from these headquarters):

IX. All matters respecting charitable institutions, including homes and asylums for succor of the poor, sick, or incurables who are supported by insular expenditures, together with matters relating to assistance for the sufferers by the recent hurricane, are committed to a board of charities.

DETAIL FOR THE BOARD.

Maj. John Van R. Hoff, chief surgeon, president.

Surg. F. W. F. Wieber, United States Navy.

Dr. Francisco del Valle Atiles.

Capt. G. M. Wells, assistant surgeon, United States Army.

Capt. F. P. Reynolds, assistant surgeon, United States Army.

Rev. J. De J. Nin, Catholic priest.

Rev. Henry A. Brown, chaplain, United States Army.

Harold W. Cowper, acting assistant surgeon, United States Army, secretary and disbursing officer.

To this board will be transferred the executive and administrative control of the insane asylum, the orphan asylum, and the leper colony. The board will report direct to the military governor. The funds available for expenditure for the branches of the public service above indicated are those carried by the budget for the current year, and will be disbursed and accounted for by the disbursing officer under the direction of the board of charities.

LOCAL BOARDS.

On the same day the following letter was addressed to each alcalde:

JUNTA DE CARIDAD DE PORTO RICO,
San Juan, P. R., Agosto 9 de 1899.

SR. ALCALDE MUNICIPAL DE ———.

SEÑOR: El Gobernador-General ordena que por esa Alcaldía se remitan á esta Junta los nombres de tres caballeros, caritativos, de esa municipalidad, con los cuales se constituirá una Junta Local de Caridad para entender en todos aquellos

casos de necesidad ó miseria de mayor importancia que ocurrieren en su jurisdicción dando á esta Junta el informe correspondiente.

Se les encargará así mismo, en caso de necesidad, de la distribución del material que fuere necesario para aliviar la miseria.

Se entiende, desde luego, que solamente aquellos casos de desastres de consideración que las autoridades locales no pudieran remediar, se pondrán bajo la acción de la Junta Insular pero cualquier información que sobre asuntos de su competencia se le faciliten serán recibidos con gusto.

Convendría así mismo, la organización de comisiones locales, compuestas de señoras, para prestar su auxilio á los enfermos de su inmediata comunidad.

Las personas á quienes se ha de confiar esta humanitaria labor, serán elegidas cuidadosamente pues su única recompensa será el convencimiento de haber ayudado á nuestros prójimos.

JOHN VAN R. HOFF,
Major and Surgeon, United States Army, Chief Surgeon,
Presidente de la Junta de Caridad.

August 11, 1899, the following order was promulgated:

GENERAL ORDERS, } HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 115. } *San Juan, August 11, 1899.*

For the purpose of ascertaining the exact conditions resulting from the recent hurricane obtaining in the various municipal districts, the island is divided into twelve inspection divisions, corresponding to the twelve military posts, each embracing the following-named municipalities:

I. SAN JUAN.

- | | | |
|------------------|-----------------|----------------|
| 1. Bayamon. | 4. Luquillo. | 7. Rio Grande. |
| 2. Trujillo Alto | 5. Rio Piedras. | 8. Fajardo. |
| 3. Loiza. | 6. Carolina. | |

II. HUMACAO.

- | | | |
|--------------|-------------|-------------|
| 1. Patillas. | 4. Maunabo. | 7. Yabucoa. |
| 2. Naguabo. | 5. Ceiba. | 8. Arroyo. |
| 3. Juncos. | 6. Piedras. | |

III. CAYEY.

- | | | |
|-----------------|-------------|------------|
| 1. Salinas. | 3. Caguas. | 5. Gurabo. |
| 2. San Lorenzo. | 4. Guayama. | |

IV. AIBONITO.

- | | | |
|-----------------------|------------------|-----------|
| 1. Sabana del Palmar. | 2. Aguas Buenas. | 3. Cidra. |
|-----------------------|------------------|-----------|

V. PONCE.

- | | | |
|----------------|------------------|------------------|
| 1. Juana Diaz. | 3. Barros. | 5. Santa Isabel. |
| 2. Coamo. | 4. Barranquitas. | |

VI. SAN GERMAN.

- | | | |
|---------------|-------------------|-----------|
| 1. Cabo Rojo. | 2. Sabana Grande. | 3. Lajas. |
|---------------|-------------------|-----------|

VII. MAYAGUEZ.

- | | | |
|-----------------|------------|----------------|
| 1. Maricao. | 3. Añasco. | 4. Las Marias. |
| 2. Hormigueros. | | |

VIII. AGUADILLA.

- | | | |
|-------------|-------------------|------------|
| 1. Isabela. | 3. Rincon. | 5. Aguada. |
| 2. Moca. | 4. San Sebastian. | |

IX. ARECIBO.

- | | | |
|------------------|-----------|-----------------|
| 1. Hatillo. | 3. Camuy. | 4. Barceloneta. |
| 2. Quebradillas. | | |

X. MANATI.

- | | | |
|---------------|---------------|---------------|
| 1. Vega Baja. | 4. Corozal. | 7. Toa Alta. |
| 2. Toa Baja. | 5. Ciales. | 8. Naranjito. |
| 3. Dorado. | 6. Vega Alta. | 9. Morovis. |

XI. LARES.

1. Utuado.

XII. ADJUNTAS.

- | | | |
|-----------|--------------|----------------|
| 1. Yauco. | 2. Peñuelas. | 3. Guayanilla. |
|-----------|--------------|----------------|

Post commanders are appointed inspectors of the respective divisions, and will at once send out an officer, noncommissioned officer, or intelligent private into each municipality to ascertain the extent of damage to houses and crops; the number of injured and sick and the number of destitute; the probable amount of food in the district, and the points which demand immediate attention. These reports will be sent to these headquarters at the earliest practicable moment. It will also be the duty of the inspectors to supervise the distribution of such funds and material as may be sent for distribution to the poor by the board of charities, or other sources.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

A thousand dollars was sent to each post commander to meet the immediate demands, and food was directed to be issued from the public stores.

August 12, 1899, the following estimate was submitted:

Estimate.

Population	1,000,000
Indigent	250,000
Districts	70

Each ration for one week will consist of 3 pounds of rice, 3 pounds of beans, 1 pound of codfish or bacon, which will require for 250,000 for one week; 750,000 pounds of rice, 750,000 pounds of beans, and 250,000 pounds of codfish; total, 1,750,000 pounds. This is an average of 12½ tons per week for each district, to transport which to each will require 10 carts, 20 men, and 40 oxen, or a total of 70 districts, 700 carts, 1,400 men, and 2,800 oxen.

COST.

The estimated cost for seventeen weeks, with an average weekly distribution as above, is—

12,750,000 pounds of rice, at 5 cents per pound	\$637,500
12,750,000 pounds of beans, at 3 cents per pound	382,500
4,250,000 pounds of codfish, at 8 cents per pound	340,000
Transportation, 700 carts, 17 weeks, at \$10 per cart per week	119,000
Sundries	10,000
Total	1,489,000

August 13, 1899, you sent the following cablegram:

SECRETARY OF WAR, *Washington D. C.*

Further, but incomplete, returns confirm previous cable reports as conservative. Suggest appointment officer in New York to receive relief funds and supplies, cabling kinds and quantities shipped each week. Colonel Hoff, Medical Department, in charge relief work here, should be shipped this week not less than 2,500 tons of food. Best to be sent, beans, rice, and cheap grade codfish. Cotton clothing and coarse cotton goods in piece, needles, thread, also needed. Money will be applied

in assisting rebuild houses and huts and hire of help. I recommend goods described in articles 134 A, 138, 139, 191, 192, 193, be placed on free list. I have authorized employment labor rebuilding barracks at Cayey and Aibonito, wholly destroyed.

DAVIS.

On the same date the following instructions were issued to post commanders:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 13, 1899.

COMMANDING OFFICER,

SIR: The department commander directs that you at once organize a depot at your post for the receipt and distribution of supplies intended for the sufferers from the recent hurricane. This depot should be under your personal charge.

You will also organize at the chief city in each of the municipalities in your division a subdepot, which will be under the command of a reliable noncommissioned officer, with one or more privates to assist in the distribution of food and other material. Strict account will be kept of receipts and issue, and the latter will be made in accordance with regulations which will be published in orders.

You should at once arrange for the most satisfactory transportation obtainable within your division for the transportation of material from your depot to the subdepots. No delay should be permitted, and no failure to get the material to the needy. The department commander relies upon your zeal and intelligence in carrying this work through, and no failure which human intelligence and effort can overcome should be allowed to interfere with it. You are authorized to use your entire personnel, if necessary, in this work, as well as public transportation, etc., and you will hire such transportation and labor as may be necessary, observing due economy, the object being to get the material to the points of distribution, and for this you are wholly responsible.

Issues will be facilitated by the use of measures. The soldier's tin cup will hold about 1½ pounds of rice or beans.

You will also urge the alcaldes of your division to submit the names of three reputable and active citizens in each district to act as local boards of charities, and you will give them a provisional appointment until their nominations can be acted upon by the board of charities of Porto Rico, at San Juan, P. R.

Committees of charitable women should also be organized in the municipal districts and every effort made to bring speedy relief to the needy. Organization is a military specialty, and no unusual difficulty should be experienced in making such a one here that the result will be almost perfect.

Very respectfully,

W. P. HALL, *Adjutant-General.*

August 14 the distribution of food was placed in the hands of this board, in compliance with the following order:

GENERAL ORDERS, }
No. 117. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 14, 1899.

I. The board of charities of Porto Rico at San Juan is charged with the supervision of the distribution of food to the needy. It will make timely requisition on these headquarters for the necessary material, which will be distributed to the depots and transported by the quartermaster's department, and it will see that all requisitions by the division inspectors are promptly filled. The division inspectors and local boards of charity will report at least once each week to the board of charities at San Juan, the former giving the number of rations issued, the latter the number requested and likely to be required, together with such other information as may be useful in the work of the board.

II. All military departments and officers on duty in Porto Rico will give the board of charities of San Juan such assistance as it may call upon them for in the prosecution of the relief work.

III. The board of charities of San Juan is required to make requisition upon these headquarters for such funds as may be necessary, for which and other material it will account as required by orders and regulations.

IV. The board of charities of San Juan is authorized to employ such personnel and purchase such material as may be necessary in the carrying out of its relief work.

V. Numbered ration cards will be issued by the municipal boards of charity

and signed by the chairman to the needy of his district, giving date, name, and number of adults and children in the family. On this card is a certificate stating that the individual named on the card is indigent and will require food for a stated number of adults and children for a specified time, which must be signed by the chairman.

The card is intended for four issues covering a period of four weeks, after which it will be taken up at the subdepot, and, if necessary, a new card will be issued by the municipal board of charities.

These cards will be furnished by the board of charities for Porto Rico at San Juan.

VI. Any irregularities or misappropriation of relief material will be immediately reported to the board of charities, San Juan, by anyone cognizant of such.

VII. A depot of supplies will be established at San Juan and at each military post and a subdepot in the chief town of each municipal district, the post depot drawing supplies from San Juan and the subdepot from the post in its inspection division.

VIII. Requisitions will at once be forwarded to these headquarters by the commanding officer of each post covering the requirements of his division for one month on the basis of 6,857 ounces of beans, 6,875 ounces of rice, and 2,285 ounces dried codfish or bacon for each daily ration.¹

He will receipt for and be responsible for the material invoiced to him.

IX. Food will be distributed in bulk from the post to each of its subdepots, which subdepots will be in charge of a noncommissioned officer with two or more privates, who will receive, receipt, and be responsible for and issue the material invoiced him from the depot.

X. Rations will be issued to the bearers of cards certified to by the chairman of the local board of charities, which issues will be entered when made upon the issue card, and in a book to be kept at the subdepot, and no issue will be made except to the bearer of an issue card or his authenticated representative, whose name is written thereon. Accounts of issues will be rendered monthly by the division inspectors.

XI. All cards should be taken up when filled and filed as vouchers to the issue account of the subdepots.

XII. Commanders of depots and subdepots will make timely requisitions for supplies, and will be held responsible that the food is brought to the needy with the utmost promptness.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

GENERAL ORDERS, }
No. 119. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 16, 1899.

I. In addition to the military post upon the island the following places are designated as depots of supplies for the destitute in their neighborhoods: Bayamon, Fajardo, Caguas, Arroyo, Guanica.

A detachment of 1 officer and 25 men will be sent to each of these places to receive, care for, and distribute supplies. The officer in charge will, if necessary, rent suitable buildings for the proper transaction of his duties and will forward to these headquarters requisitions as indicated by paragraph 8, General Orders, No. 117, current series, these headquarters, and will be governed by this order and such other instructions as may be given.

II. The commanding officers of San Juan and Ponce will supply from their posts the officers and detachments for these points as follows: From San Juan—Bayamon, Caguas, Fajardo; from Ponce—Arroyo, Guanica.

III. The destitute in the various municipalities will be supplied from the depots and subdepots as follows:

San Juan: Rio Piedras, Carolina, Loiza, Trujillo, Alto.
Bayamon: Toa Baja, Toa Alta, Naranjito, Dorado, Corozal.
San German: Sabana Grande, Lajas.
Fajardo: Rio Grande, Luquillo, Ceiba.
Mayaguez: Cabo Rojo, Hormigueros, Las Marias, Maricao, Añasco.
Caguas: Gurabo, San Lorenzo, Aguas Buenas, Juncos.
Adjuntas.
Arroyo: Guayama, Salinas, Patillas.

¹ The ration for one person for one week is 3 pounds each of rice and beans and 1 pound of dried codfish or bacon.

Lares.
Guanica: Yauco, Guayanilla.
Manati: Morovis, Ciales, Vega Baja, Vega Alta.
Arecibo: Utuado, Hatillo, Camuy, Quebradillas, Barceloneta.
Ponce: Juana Diaz, Santa Isabel, Peñuelas, Coamo.
Humacao: Yabucoa, Naguabo, Piedras, Maunabo.
Aibonito: Barros, Barranquitas.
Cayey: Sabana del Palmar, Cidra.
Aguadilla: Moca, Aguada, Rincon, Isabela, San Sebastian.
IV. While this plan of distribution will be followed as near as practicable, it may be found necessary, on account of difficulties in certain lines of travel, to make slight changes in the depots or subdepots from which parts of municipalities will draw their supplies. Officers in charge of depots are authorized to make these changes when necessary.
V. The quartermaster's department will supply such transportation and riding animals as may be required at Bayamon, Fajardo, Caguas, Arroyo, and Guanica.
By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

The following ration request was devised:

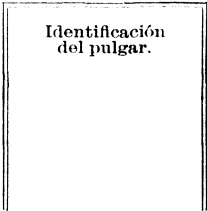
Núm. _____, 1899.
Nombre _____ Resid^a. _____
Número de familia _____ Adultos _____ Niños _____
CERTIFICO: Que los arriba nombrados son indigentes y necesi-
tarán comida para _____ adultos, _____ niños, por _____ semanas.

Presidente de la Junta de Caridad.

El peso de una ración semanal es de 7 libras.

Fecha.		Hab. kilos.	Arroz kilos.	Kilos.
-----	Expedido la semana -----	-----	-----	-----
-----	“ 2a “ -----	-----	-----	-----
-----	“ 3a “ -----	-----	-----	-----
-----	“ 4a “ -----	-----	-----	-----

Esta tarjeta es intrasmisible y solo sirve en esta distrito. Debe presentarse antes de ser despachada y constará en la última emisión. Si fuere necesario se expedirá una nueva tarjeta por el presidente de la junta de caridad. Cada emisión debe anotarse en un libro.



August 16 the following order was issued:

GENERAL ORDERS, { HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 120. } *San Juan, August 16, 1899.*

For the purpose of effecting the relief of suffering from lack of food, clothing, and medicines, the president of the board of charities is authorized to correspond directly with the commanding officers of posts, inspection divisions, and those in charge of supply depots, and his requests upon such parties will be observed wherever practicable, and for this purpose he is authorized to give orders directly to such officers.
Maj. Thomas Cruse, quartermaster, United States Volunteers, is placed in charge of the depot of relief supplies at San Juan, P. R., and will act in accordance with the instructions of the president of the board of charities.

The chief quartermaster of the department will furnish such transportation by wagon and pack animals as may be available for immediate use.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

From the foregoing it will be observed that hardly an hour's delay was permitted in meeting an emergency which at noon on August 7 was totally unexpected, and which involved the feeding of an army of a quarter of a million of indigents, with a base 1,500 miles over the sea.

The scheme of organization is simple enough. A central depot at San Juan under the immediate charge of this board, 17 depots at convenient points, each under charge of an officer, and 58 subdepots, located in each municipal city, under charge of a noncommissioned officer; at each of these depots two or more private soldiers are stationed.

Food from home is landed from the transports into the central depot here and distributed by wagon or boat to the 17 depots, from which it is carried by the municipal authorities to their districts and distributed to the people.

The responsibility of determining who is indigent is placed upon the local boards of charities organized in accordance with the letter of August 9, above quoted.

Herein lies the weak point of the organization, and an explanation of its cause would involve a discussion of the sociological conditions obtaining here, which are not pertinent to this report. Suffice it to say that these people are not accustomed to organize for any purpose, particularly charity; that a gift from the charitable people of our country to preserve the natives here from starvation is not regarded as a sacred charge to be honestly administered, but as a public contribution in which all are entitled to share, and, finally, a large proportion of the people are chronically indigent and always on the verge of starvation, so that it is no easy matter to discriminate between degrees of indigency.

August 19 the following circular was issued to the local boards of charities, which indicated the lines upon which this board expected them to work. It was not deemed wise to lay down a too detailed scheme of organization. All the division inspectors (commanding officers) were experienced soldiers, and it was believed that it would be better to let them work out their interior organization within certain general lines laid down by this board. We recognized the great danger of pauperizing a people whose every tendency is in the direction of indolence, and the motto of the board of charities of Porto Rico has been from the beginning: "No one shall die of starvation and no able-bodied man shall eat the bread of idleness;" but it is much easier to suggest rules than it is to accomplish results. After several weeks' trial the board promulgated the following plan, which is now in operation:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., September 2, 1899.

To military commanders, alcaldes, boards of charities, and all interested in Porto Rico and its people:

It has been found that a more extended organization and closer inspection are necessary to prevent distress because of lack of food and at the same time to avoid the possibility of pauperizing the laboring classes by feeding those who are unworthy.

This board therefore makes the following recommendations:

(1) That an investigating committee (partly of charitable women) be organized in each barrio, whose duty it will be to investigate all cases which may

require assistance. This committee will report to the local board of charities and will furnish each worthy indigent family, or individual if there be no family, with an inspection card (A), giving the date, name, residence, number in family, and especially the number of able-bodied adult males.

This inspection card (A) will be taken to the board of charities by the beneficiary and exchanged for a ration request (B) and as many work tickets (C) as there are able-bodied adult males in the family. The ration request will be taken to the depot and the first week's rations will be drawn.

All of the above-mentioned tickets will have the same number, which will be put on them at the office of the board of charities. Upon receiving his work ticket (which he must always carry with him) the able-bodied man will report as directed on the back of the ticket, and on completing his day's work will receive from the overseer a time check (D) upon which is written the same number as that on the work ticket (C). These time checks (D) are vouchers to the ration requests (B), and without them, or a certificate from the barrio committee that a man is legitimately absent or ill, no rations will be issued after the first week. If, however, the man be present with his family or the people with whom he lives, and in good health, but refuses to report and work as directed, he will be arrested and required to work under guard, and a certificate that he has so worked will be a sufficient voucher for the issue of food to his indigent family.

The board realizes that no plan of relief that human ingenuity can devise will be perfect, but it believes that with the assistance of the people who have the best interest of the country at heart the plan here outlined will feed the worthy hungry and make the lazy indigent man work for his food.

Trusting that such assistance will be freely given, and realizing that much of whatever success we may have depends upon the good women of the island, I remain,

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of the Board.

A.

Núm. —.

TARJETA DE INVESTIGACION.

Distrito de —. Barrio de —.

A LA JUNTA DE CARIDAD.

Señores:

— de este barrio y cuya familia consiste de — adultos, y — niños, de los cuales hay — varones adultos, hábiles para el trabajo, según investigación hecha, resultando ser indigentes y que necesitan provisiones para — semanas.

Por el Comité del Barrio.

B.

[Llévese esta solicitud con la boleta de jornal al de depósito provisiones.]

Núm. —, 1898.

Nombre —. Resid^a —. Núm. de familia —. Adultos

— Niños — de los cuales — son hombres hábiles.

CERTIFICO: que los arriba nombrados son indigentes y necesitan provisiones para —. Adultos — Niños, por — semana. Las provisiones se despacharán semanalmente y por medio de esta orden.

Presidente de la Junta de Caridad.

Después de la primera ración, esta solicitud deberá ir acompañada por el correspondiente número de boletas de jornal, una por cada día para cada hombre hábil.

El peso de una ración semanal es de 7 libras.

Fecha.		Hab. libras.	Arroz libras.	Libras.
.....	Expedido, 1 ^a semana.....	.....	.....	.....
.....	“ 2 ^a “.....	.....	.....	.....
.....	“ 3 ^a “.....	.....	.....	.....
.....	“ 4 ^a “.....	.....	.....	.....

Esta tarjeta es intrasmisible y solo sirve en este distrito. Debe presentarse en el depósito de provisiones con el correspondiente número de boletas de jornal, antes de ser despachada y constará en la última emisión. Si fuere necesario se expedirá una nueva tarjeta por el presidente de la junta. Cada emisión se anotará en un libro.

Identificación
del pulgar.

C.

BOLETA DE TRABAJO.

Fábrica de ———. Núm. ———

El portador de esta boleta se presentará en la Alcaldía mañana á las siete de la misma para trabajar. Si esta orden no se cumple, será arrestado.

Por orden: _____

Fecha: _____

INSTRUCCIONES.

Las boletas de trabajo se expedirán juntas con las tarjetas de ración, para los varones indigentes, aptos para el trabajo, que en ellas se expresan, debiendo corresponder el número de una y otra.

Los hombres se presentarán con sus boletas (que deberá conservar) según instrucciones al respaldo. Al concluir el trabajo del día se les expedirá una boleta de jornal con su número correspondiente a cada hombre. Estas tarjetas de jornal deberán acompañar la boleta de ración ó de lo contrario no se expedirán raciones.

D.

Boleta de jornal núm. ———

JUNTA DE CARIDAD,

Inspector.

INSTRUCCIONES.

El Inspector hará constar en esta tarjeta el número del jornalero, entregándosela firmada á éste al terminar el trabajo del día.

Esta tarjeta debe acompañar á la boleta de raciones, sin cuyo requisito no se pueden percibir éstas.

BOARD OF CHARITIES FOR PORTO RICO,
San Juan, P. R., September 20, 1899.

INSTRUCTIONS TO NONCOMMISSIONED OFFICERS IN CHARGE OF SUBPOSTS OF THE
BOARD OF CHARITIES OF PORTO RICO.

* * * * *

First. Food is issued to prevent starvation. It is intended for the worthy poor, and no able-bodied man shall receive any unless he gives a full day's work in return.

Second. A day's ration consists of one pound of food. For convenience, food will generally be issued weekly; 3 pounds of rice, 3 pounds of beans, and 1 pound of codfish or bacon constitute the usual allowance for one person for one week. The regulation tin cup holds about $1\frac{1}{4}$ lbs.

Third. A receipt and issue book must be kept at each depot, in which will be entered in detail, all the material received and all the rations issued.

Fourth. The local board of charities will furnish the noncommissioned officer in charge of the subdepot with an alphabetical list of indigents, by barrios; and, as a rule, issues to the indigents in each barrio will be made on a specific day, in the presence of the commissario of that barrio.

Fifth. Issues will be made on a ration "request" signed by the chairman of the local board of charities, and the exact amount given will be noted on the "request." After the first week the "request" must be accompanied by six (6) time checks, or a certificate from the barrio committee, of absence or sickness, for each able-bodied man mentioned on the "request." Without these checks or certificates no rations will be issued.

Sixth. No food will be issued on a "request" if the noncommissioned officer in charge has reason to believe that the applicant is unworthy, and the "request" will be taken up.

Seventh. Noncommissioned officers on this duty will take pains to inform themselves of the condition of the poor in their districts; will see that the boards of charities and the barrio committees perform their duty, and will at once report to their immediate commanders any irregularities observed.

Eighth. They will observe the organization and work of the indigent laborers and refuse food to those who fail to work, reporting such cases to the alcaldes and their immediate commanders, who will cause the men to be arrested and put to work under guard.

Ninth. They will under General Order No. 124, Headquarters Department of Porto Rico, dated August 19th, 1899, at once cause the arrest of anyone who misapplies the supplies furnished by this board and report the fact to higher authority.

Tenth. They will submit to their immediate commanders a weekly report on blanks furnished by this board, and will sign receipts and account for all property received by them.

Eleventh. Noncommissioned officers and privates on relief duty are officials of this board. They are in no sense under the control of the municipal authorities, and in the performance of their duties will take no orders from them. They will watch over the interests of the board in every way and will carry out to the best of their ability its rule of action, which is that—

"No person shall die of starvation, and no able-bodied man shall eat the bread of idleness."

By order of the board of charities of Porto Rico:

JOHN VAN R. HOFF,
President of Board.

The greatest difficulty is found in making the able-bodied men work for food, if they can, as they usually do, get it without work. It requires rather too fine reasoning for these people, and indeed much higher orders of intellect, to appreciate the fact that they are not working for food, but life; that the food is given them to prevent their starving to death, and that if there is no danger of such a result the charity of our people is misapplied. Five cents' worth of food is a small wage for a day's work, but, as the only means to an end, the preserving of one's life, who would not work for that sum?

The Porto Rican authorities have no organizing power to utilize this enormous working force, which, if properly applied, would rebuild the towns, remake the roads, and recultivate the fields, and our own people can hardly be expected to do this in addition to already arduous duties.

The result is that there is an immense amount of idleness among the laboring classes, which threatens disaster to the island.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 29, 1899.

The attention of the able-bodied is called to the fact that idleness will not be tolerated in Porto Rico.

All men dependent upon the wages of labor for a livelihood must work for wages or for food, and if any such man refuses to labor his name will be reported to the inspector of his division, who will investigate the case, and if the facts are found to be as alleged will place his name on a blacklist and will thereafter permit no food to be issued to him or his family until he returns to work.

GEO. W. DAVIS,
Brigadier-General, Commanding.

The board is now considering the question of an agreement with the planters which will be mutually beneficial to all concerned.

The probable misapplication of relief supplies early received consideration, and to meet such cases the following order was issued:

GENERAL ORDERS, { HEADQUARTERS DEPARTMENT OF PORTO RICO,
No. 124. { *San Juan, August 19, 1899.*

I. It having been brought to the attention of the department commander that idle, able-bodied men are refusing work at fair wages, it is hereby ordered that no such man who so refuses will be permitted to draw food for himself or family. All men who receive food are required to do such work or service as their division inspector or his representative may direct.

II. Any person who misapplies any material furnished for the relief of the destitute by fraudulently obtaining or by selling or otherwise disposing of the same will be punished by a fine not exceeding \$500 for each offense or by imprisonment for a period not exceeding one year.

III. When food can not be obtained from other sources, a division inspector is authorized to sell directly at cost price (commissary list) to the heads of families resident in his district such food from the supplies in his depot as is absolutely necessary to prevent hunger in said families. The amount of food thus sold must not exceed a week's supply at the rate of one (1) pound per day for each individual in the family. The money thus received will be accounted for to the board of charities for Porto Rico, San Juan, following the general method laid down in Army Regulations.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

Several reports of misapplication have been received, which are being investigated. Many rumors of the selling of aid supplies are rife, but thus far no notice of any convictions under this order has reached this office.

The organization of the administrative work of this board involved no difficulty. It followed army methods, which are being carried out by men who understand them. We hear much about "red tape," contemptuous definition of a system grown out of a thousand years' experience, but which, not being understood by the tyro in our trade, is derided as cumbersome and useless. Weekly reports are submitted by each division inspector, giving all the details necessary to enable this board to keep his division supplied and to form some idea of future requirements. A strict accountability for all property is demanded, for which invoices, receipts, and returns are made.

The question of transportation is of vital importance, and is rendered more difficult by the destruction of roads and railways. Upon the recommendation of this board the tug *Borenquen* was chartered by the Quartermaster's Department to work in connection with the *Slocum*, and the following letter was sent:

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., August 23, 1899.

The ADJUTANT-GENERAL,
Department of Porto Rico.

SIR: The hurricane has so seriously interfered with communication by usual routes of travel that in distributing relief material this board finds it necessary to recommend that additional wheel and water transportation be provided for its work. There should be two wagon trains organized of 30 wagons each and pack trains at Arecibo, Manati, Mayaguez, and Adjuntas, if such are not now there.

There should also be two schooners chartered, one for use at San Juan and the other on the eastern coast. The former can presently be dispensed with, but the latter will probably have to be continued in service for some time. The board respectfully recommends that senders of cablegrams be requested to specify the amount of each kind of material sent, so that orders for its distribution can be made before the arrival of the ship and the material loaded directly from her into the distributing boats.

Very respectfully

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

The United States Government delivers the food at the depots, and within the divisions the local authorities are required to provide their own transportation, so far as they are able to do so, the distance to be covered at no place exceeding 20 miles. Occasional reports reach this office of a disinclination on the part of the local authorities to do their work, but it certainly is very little to ask of them.

The U. S. S. *Panther* arrived with relief supplies from Philadelphia on the 28th ultimo, and went around the island from port to port distributing the supplies in accordance with the schedule of this board, taking receipts for her issues. By this plan we were enabled to stock all our depots with the least practical delay and at the same time avoid repeated handling of cargo. In all other cases the distribution has been made from the central depot of the board here.

The board has asked for the simplest, most acceptable, and least ration with which to carry on its work, viz, beans, rice, and codfish or bacon, 1 pound of food per day for each individual. Generally this has been furnished, but, unfortunately, much flour, canned and other food, together with various things necessary to our good people at home have been sent, of which very little use can be made. When practicable, arrangements have been entered into with local bakers to make bread from the flour, but the people themselves can not do it, and I fear that much of the flour sent has been wasted or misapplied. I am endeavoring to exchange that in stock now for rice and beans.

Besides food, clothing and medicine came under the purview of this board. To meet immediate contingencies the following circular letter was sent to the surgeons of the various posts:

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, P. R., August 28, 1899.

The SURGEON, ————.

SIR: Such remedies as may be supplied for the treatment of the indigent Porto Ricans will be issued to you, and from these requisitions made by the inspector of the division in which you are located or from neighboring divisions in which there is no military hospital will be filled. Until these supplies arrive you are authorized to furnish such simple remedies from your hospital as can be spared without immediate detriment to the service, resupplying yourselves when necessary by special requisition, and ultimate replacing the issue from the relief medicines furnished you as above set forth. You will keep an accurate account of all material received and issues made, giving and taking receipts for same in duplicate on the regular form, and rendering a return to the board of charities of Porto Rico upon the completion of the relief work.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., Chief Surgeon.

A considerable amount of quinine, arsenic, and calomel have been received in the aid supplies and distributed, and these have been supplemented from the military hospitals. A large requisition for medicines and dressings was some time since forwarded. Two physicians were supplied by the board.

A considerable supply of clothing, new and old, was sent from home, and the Woman's Aid Society of San Juan gave nearly a thousand dresses every week to clothe the indigent. Too much appreciation

can not be shown this association of ladies for the earnest and admirable work they are doing for the poor everywhere in Porto Rico.

Realizing that the aid from home must be limited to the shortest practicable time, this board has insisted upon the necessity for immediate planting of food-producing seeds. Your own order and the circular of this board are as follows:

GENERAL ORDERS, }
No. 126. }

HEADQUARTERS DEPARTMENT OF PORTO RICO,
San Juan, August 22, 1899.

The attention of alcaldes and others concerned is called to the fact that the people in the country districts and in the open parts of towns should be required to at once plant corn, potatoes, beans, and such other vegetables of rapid growth as will, at the earliest possible moment, resupply the country with the requisite food. No excuse should be accepted for failure to comply with this order, the requirements of which will receive the personal attention of the alcaldes, as well as that of the comisarios de barrios.

By command of Brigadier-General Davis,

W. P. HALL, *Adjutant-General.*

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., August 24, 1899.

SIR: I have the honor to request that you will instruct your subposts commanders, and alcaldes, and boards of charities in your division to see that all vegetables issued in your division, which are suitable for this purpose, be used as seed and at once planted. The importance of this is emphasized when it is realized that only through a new crop can this people become self-supporting in the near future, and there can be no crop without planting.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

BOARD OF CHARITIES OF PORTO RICO,
San Juan, P. R., September 6, 1899.

The COMMANDING OFFICER,

SIR: I have the honor to invite especial attention to the recommendation recently sent you in regard to the necessity for immediate replanting for new crop. Should you find any scarcity of seed, such as native rice, beans, corn, etc., in the hands of the people for this purpose you are authorized to purchase them in small quantities from the local dealers for seeding, taking care that they are used for no other purpose. The beans from the United States will not germinate, and are useless for seed.

Bills for material purchased for seeding will be sent to this board in duplicate, with vouchers receipted.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

Some planting is being done, but not so much as desirable, and it is not likely in any event that the issue of food can be wholly stopped before the end of this year.

No one who has not had such work as has fallen to us here to do among such a people can form any idea of its difficulties.

There is not a single point in common between ourselves and the Porto Ricans. Language, customs, morals, and business standards all differ so radically that it is quite as impossible for us to understand them as they us. Consequently what we do for these people is done not from sympathy, but largely from a sense of duty, and is received by them not as the outpouring of a charitable nation, but as a right for which no equivalent should be expected.

We have accepted these people as our share of the burden that the

strong must bear for the weak; we will keep them alive; we will lead them slowly, gently toward the light, and finally in half a hundred years they will catch the first glimmering ray which will show them what our standards are and what we wish theirs to be.

. Respectfully submitted.

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

EXHIBIT B.

REPORT OF PROGRESS.

HEADQUARTERS DEPARTMENT OF PORTO RICO,
BOARD OF CHARITIES,
San Juan, November 30, 1899.

The GOVERNOR-GENERAL OF PORTO RICO,
San Juan, P. R.

GENERAL: In compliance with your instructions, I have the honor to submit the following report on the progress of the relief work in Porto Rico since September 25, the date of my preliminary report:

Cash received to date	\$15,224.10
Cash expended to date	7,417.59
Balance on hand	7,806.51
Food received to date	pounds 17,162,788
Food issued to date	do 16,548,516
In depot at San Juan	do 614,272
Population	918,926
Average daily indigency	231,089
Average weekly sick	17,572
Average weekly deaths	632

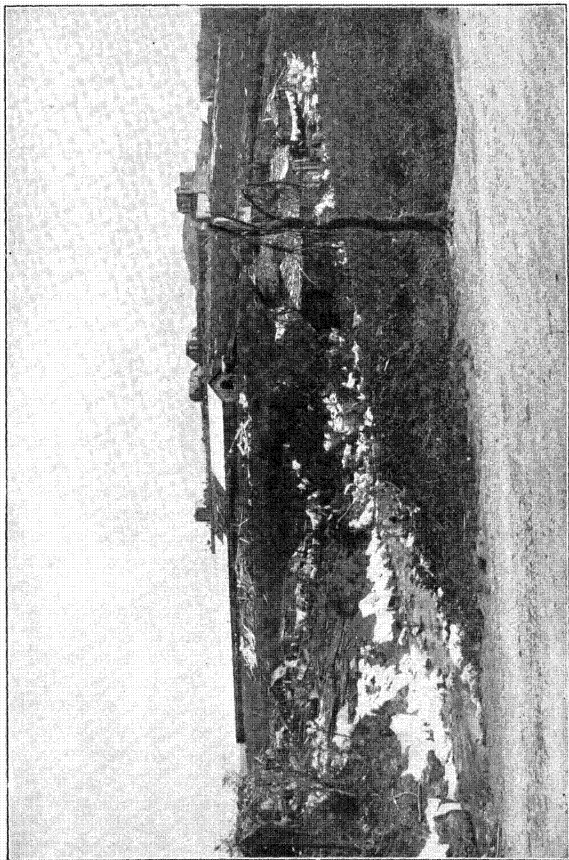
Making an annual death rate of 35 per thousand, the normal rate being 26. The increased mortality is confined to the mountain districts, where in some instances the death rate has increased 300 per cent.

For many weeks following the storm of August 8 there was an almost complete paralysis of all effort on the part of this people. Proprietor and peon alike were apparently so overcome with the shock of the disaster that they believed no effort of theirs could save them from annihilation, and they made none beyond petitioning the central government for everything from a toothpick to a turnpike.

As time passed and they yet lived they began to realize that all was not lost, and slowly but surely lethargy gave place to activity. Some houses were rebuilt, some farms were cleared and cultivated, but not many. The people were and are yet without ready money and starvation ever threatens.

Along the coast the damage, largely due to flood, while very great, was offset to a considerable extent by the improvement of the sugar cane produced by the overflow. The sugar planters were, in consequence, enabled to borrow money and employ labor in the cultivation of their fields and the reconstruction of their houses.

The cities lining the coast, in their efforts to repair the damage inflicted upon them, created a considerable demand for labor, so that it may be said that after the first shock this section of the island was



HENRY BARRACKS, CAYEY.

for the most part soon able to provide for its own wants. Not generously or even liberally, but still enough. Consequently, in the lowlands, the distribution of relief supplies has gradually been suspended until in nearly all the coast municipalities no food is being furnished except in very limited quantities to the chronic poor.

In the uplands a very different condition of affairs obtains. Here are located the coffee plantations, and here the wind, driven with irresistible force, swept everything in its course, uprooting the shade trees, denuding the coffee bushes, overturning the habitations, destroying the bananas, and leaving little or nothing for the thousands of hungry, homeless, clothless human beings but their lives and what we could give to them to prevent starvation.

This unfortunately was not a wealthy district. The planters spent freely when they had and borrowed freely when they had not, until borrowing had so far dulled the edge of husbandry that they could borrow no more. The peons, literally observing the scriptural teaching to take no heed of the morrow, never provide beyond the requirements of a day.

Thus it was that an unusual disturbance of the elements and the improvidence of the inhabitants brought about a condition that threatened thousands of human lives and forced upon you as the supreme authority here the necessity for taking immediate steps to prevent a catastrophe. That action was taken, and, thanks to the generosity of our Government and people at home, the catastrophe was averted. The poor—and none was ever poorer—have been fed and their lives preserved. But the end is not yet.

By reference to the consolidated weekly reports of this board it will be seen that though a large part of the island is no longer receiving relief, nevertheless the number of indigents requiring assistance remains about the same, and the amount of the weekly issues has not diminished. Indeed, from now until February the demand is quite likely to increase somewhat in the mountain districts, for until the bananas and plantains are ripe the relief work in Porto Rico must continue. In the uplands these fruits will not be ripe for two months yet.

A glance at the map of the island will illustrate the concentration of the relief work, and some knowledge of the inaccessibility of the interior will show the difficulties this board has to contend with in getting material to the starving.

From Aguas Buenas, on the east, to Lares, on the west, and from Adjuntas, on the south, into Arecibo, and on the north, there lies one of the most beautiful, thickly populated, and inaccessible regions in the world. It covers a space about 50 miles long by 20 wide; embraces 17 municipalities; has a population of about 250,000, and not a wagon road in any direction over which food can be transported. Every pound of food has to be carried on the back of a horse. Of this population 200,000 must be fed by us or starve. If they are not fed at home, the strong will emigrate to the coast cities, leaving the weak to die, their work undone, and their future hopeless.

But this is not all: Pestilence, the twin sister of famine, has appeared, and epidemic dysentery is claiming a considerable number of victims in the mountains. This epidemic will spread to the coast should a general movement of the people occur in that direction.

Fortunately all this was anticipated and is now being successfully controlled; but we can not relinquish our efforts at this critical period without losing much of what we have gained by the hardest kind of work, and relief must continue freely and generally in the mountain districts for all of December and, I believe, for the most of January.

This means that we will require 2,000 additional tons of food, four-sevenths of which should be rice, two-sevenths beans, and one-seventh codfish or bacon. The change in the proportion of beans and rice is rendered desirable by the fact that the white bean is much harder than the native bean, and the proper method of cooking it not being understood, it causes digestive troubles, and no doubt is one of the determining factors in the production of the dysentery now so universal.

By reference to the estimate of August 12, 1899, it will be found that it was there stated that the food requirements of the relief work would equal 14,875 tons (29,750,000 pounds). With the 2,000 tons required in addition to that already issued and now on hand, the total issue will be 20,162,788. It was found that an average of 5 pounds of food weekly would meet the necessities, and the ration was reduced accordingly in most places.

The generous supply of medicines sent by the Central Relief Committee enables this board to meet all demands for remedies, which are freely made and promptly answered, the distribution being effected through the Medical Supply Depot, United States Army, and the post hospitals.

During the whole period of the relief much trouble has been taken to prevent pauperization by requiring able-bodied men to work for the food they received. Owing to various causes this was not always successful, but nevertheless a great deal of public work has been done in the way of cleaning towns, repairing roads, etc.

Various plans for utilizing the unemployed were devised, among them that of a combination between this board, the impecunious planters, and their peons. The essence of this plan is that the board of charities should furnish food to the planters for the number of peons and their families required by them in restoring and cultivating their farms, in return for which the planters sign a written agreement to furnish a small parcel of land and a hut to each family, which land they are to see prepared and seeded with food plants. They are also to see that the laborers and families are supplied with the food supplied by this board, and that the laborers render a full day's work in return.

The planter furnishes transportation for the food from the most convenient depot to his farm.

This plan was promulgated on the 15th of September, it being estimated that possibly 500 planters would avail themselves of the opportunity. Applications began to pour in upon the board at that date, and have continued to this day in undiminished numbers. Three thousand four hundred and thirteen applications have been received, of which thus far 795 have been approved, 134 suspended, 28 have been declined, and the remainder are being investigated. Through this means 39,344 people are being fed, many of them in places where otherwise it would have been almost impossible to reach them; 7,869 laborers are at work, 800 plantations are being restored, and 8,000 plots of ground are producing food which will soon be ready for consumption.

The board believes that this plan was well conceived and is fraught with good to all concerned. It certainly has added greatly to its labor, as each applicant is carefully investigated and each case involves the writing of at least seven papers, and oftentimes more, before completion.

The administrative work of the board early began to run smoothly. The transportation and supply depot, under the immediate charge of Maj. Thomas Cruse, quartermaster, detailed by General Orders, No.

120, current series, from these headquarters, has been admirably conducted, and the supplies so promptly distributed that no failure has ever occurred between the central and division depots. A strict system of accountability has been devised, and it is believed that with the close of the work everything received here can and will be duly accounted for by vouchers.

As a general proposition it may be stated that all relief work must be accepted as the least of two evils, and that it should be stopped at the earliest practicable moment. In this view of the case, the board of charities may venture to briefly express an opinion upon the economic situation here.

The year ending with the day of the hurricane was one of extreme unrest and uncertainty in Porto Rico, but not one lacking in prosperity. The invasion was not followed by the devastation of war, but by the influx of millions of dollars disbursed for and by the thousands of soldiers who landed on these shores. To be sure, the channels of exterior trade were somewhat dislocated, business had not adjusted itself to new conditions, there were doubt and apprehension among the capitalists; but in spite of this the balance to profit must have been greater than that to loss, and except for the inability of real property to hire money, due to a cause not necessary to mention, conditions in Porto Rico might be said to have been prosperous.

On the 8th of August, within a single day, all this had changed, and distress, poverty, want, starvation, and death suddenly stood where on the previous day were comparative comfort, bright prospects, and high hopes for the future. The exciting cause of this change was the hurricane, but the continuing cause is the locking up of capital, of which there is doubtless just as much, if not more, in Porto Rico to-day than there ever has been.

Until this capital is unlocked, until money begins to flow freely in its natural channels—in a word, until confidence is restored—the work of this board must continue. It is fully realized that this statement is axiomatic and has been many times expressed, but oftentimes even self-evident truths must be iterated and reiterated before the desired impression is produced.

The board believes that it can perceive at least three means by which confidence will be restored and capital made available, one demanding the executive action of the department commander and the others the legislative action of Congress.

These are: (1) To restore the borrowing power of the land by permitting mortgage laws to take their course; (2) to spend freely on public roads the money to be borrowed on guaranteed bonds; and (3) to invite the introduction of outside capital by a judicious granting of franchises.

Our Government and people have generously contributed food to save the lives of starving thousands, the only thing that could be done; but better far for the people and the state to invest ten borrowed millions in public works than one contributed million in pauperizing charity.

Respectfully submitted.

JOHN VAN R. HOFF,
President.

APPENDIX C.

(Blanks used in relief work were omitted, owing to cost of printing.)

PART II—INSTITUTIONS.

CHARITY SCHOOLS, INSANE ASYLUM, AND LEPER HOSPITAL.

All matters respecting charitable institutions, including homes and asylums for succor of the poor, sick, or incurables who are supported by insular expenditures, together with matters relating to assistance for the sufferers by the recent hurricane, are committed to a board of charities.

To this board will be transferred the executive and administrative control of the insane asylum, the orphan asylum, and the leper colony.

The above is an extract from the order establishing the board of charities of Porto Rico. The "homes and asylums for the succor of the poor, sick, and incurables" were all included in "the insane asylum, the orphan asylum, and the leper colony." There were no others. At the time of the publication of the above order, there was no office existing to which the care of public charity could be properly assigned.

The orphan asylum was in charge of the board of education, and the other two institutions were transferred from the board of health.

Public charity had never reached sufficient proportions in Porto Rico to require the establishment of a special department for the care of its institutions. It is true that a board of charities was formed here in the beginning of the present century, about 1822, but it was a municipal body and it had no definite public responsibilities. Its life was short, for it was abolished during the following year.

It may therefore be said that the board formed last August is the first of its kind in Porto Rico.

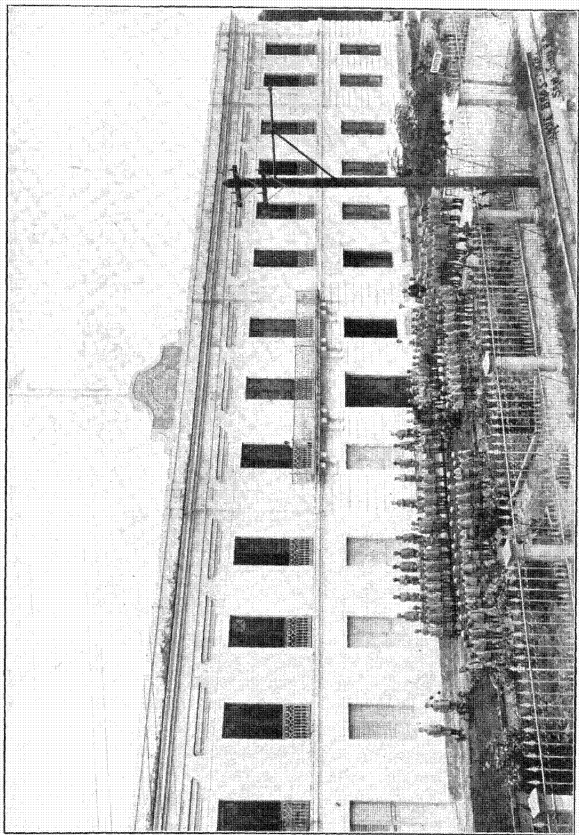
Its field has been limited to the work which came to it at its institution.

Its duties along the line of hurricane relief have prevented anything more in the administration of permanent insular charity than the care of the three asylums originally given over to its charge.

The board appreciated the fact that organizations of charity throughout the entire island was a consummation ultimately to be obtained, either through its agency or that of its successor under a civil government. It realized that charity was a most pressing necessity. It also realized that it was here most freely dispensed, without any system whatever. And it was obvious that organization with a view to a systematic and scientific management of this work of so vital importance in any people's progress was an essential part in any scheme for the advancement of Porto Rico's interests.

Of charitable institutions throughout the island, the number was extremely small, and these were private in character. There were no almshouses, few hospitals which merited the name, no asylums for special classes, no dispensaries; in fact, there was nothing to substitute for the custom of supporting street beggars, so universal in Latin countries.

An industrial school was considered one of the first institutions to be established. The administration of the orphan asylum brought the need of such to the attention of the board. There were many incorrigibles therein, the proper place for whom was a reformatory school;



BOYS' CHARITY SCHOOL, SANTURCE.

in fact, the asylum itself had come to be considered in the light of such an institution.

The establishment of this school was to have been one of the first of the board's undertakings upon the cessation of the relief work. It was intended to provide for it in the quarters occupied by the boys of the orphan asylum before their removal to Santurce. But, as evidenced by the first part of the report, the arduous work of relieving the hurricane indigents remained undiminished until the board gave place to its successor under the civil government, and indeed for some time thereafter.

Consequently the time and attention necessary to extend the permanent charitable organizations could not be given, and the work of the board along these lines was confined to such as related to the institutions that came to it upon its organization.

In the beginning the administration of these was of necessity carried on considerably according to the regulations in force under the Spanish Government. This applies particularly to the admissions and discharges and the internal management. However, everything to the minutest detail was under the direct supervision of a committee of the board. The administration of the finances was radically changed to conform to the strict accountability demanded in all cases where insular funds were disbursed.

A complete purchasing department was organized in the office of the board, and every expenditure for materials was made through this department. The greatest possible economy was thereby obtained. The method in use required a monthly requisition for supplies from each institution. If this was approved by the board it was turned over to the purchasing agent, who placed a detailed list of the supplies needed for all departments with the various merchants. These submitted bids on each separate article, and the orders were placed accordingly.

Upon the removal of the children to Santurce a set of regulations governing all departments was adopted, and a system of reports and returns perfected.

A brief history outlining the progress under this board and the report of the chairman of the committee of the beneficencia follows.

INSANE ASYLUM AND CHARITY SCHOOLS.

For a history of the manicomio (insane asylum) and beneficencia (orphan asylum), attention is invited to the excellent article on the subject by Dr. Francisco de Goenaga, the present superintendent of the insane asylum. From the time of the establishment of these institutions until the occupation of the island by our forces they were under the control of the diputacion provincial, a body peculiarly Spanish, of which no prototype exists in our own country. Such a body being considered superfluous, it was abolished by General Brooke on November 29, 1898. In the general orders discontinuing it the department commander made use of the following words: "The existence of the body known as the diputacion provincial being considered as wholly unnecessary and incompatible with the present administration of public affairs, it is hereby discontinued and abolished."

The same order assigned the care of charitable institutions to the secretary of state. The insane and orphan asylums were practically the only institutions included under this heading. About two months later a change was again made in the administrative state departments by General Order 15, series 1899. This inaugurated a depart-

ment of the interior, among the duties of which the care of the asylums was included. They passed to a subbureau of education, and remained therewith until the formation of the superior board of health in June, 1899, when the insane asylum was placed under its control. The hurricane of August 8 prompted the military governor to institute an insular board of charities, whose principal object at that time was to manage the work of relief which the great storm made necessary. It was nevertheless designed that this board should be permanent, and the care of all insular charities was transferred to it.

The board was so thoroughly occupied with the work of relief that it was compelled to delegate to a committee the complete supervision of the insane and orphan asylums with the understanding that gradual but progressive improvement was in order, though radical changes should be deferred until such time as the subject could be taken more completely under consideration. Such changes were early recognized as necessary, there being few of the existing conditions wholly compatible with the ideas of the board.

The beneficencia building itself is located excellently so far as hygienic conditions are concerned, but the fact that it was within the bounds of a thickly populated city made it impossible to provide for the proper exercise of the inmates. This was particularly applicable to those of the orphan asylums, although it is needless to say that it militated against the physical health of the insane, and made the possibility of their ultimate recovery more remote.

The interior arrangements were not satisfactory. The installation of a modern system of plumbing was required. There were no water connections. The closets were no better than was to have been expected, simply cesspools. A disregard of sanitation was apparent in this direction. The bathing facilities, especially in the insane department, were inadequate.

Many minor repairs were considered advisable, such as reflooring, placing of new walls, etc. There was a lack of properly arranged school space.

The laundry and kitchen departments were most complete, and the general appearance of cleanliness in these departments, as well as throughout the remainder of the building was notable.

It is so contrary to American methods to permit religious influences to permeate public institutions that the paramount importance attached to all things Roman Catholic at the asylum naturally attracted the attention of the board. There was an order of sisterhood represented, which literally controlled the entire institution from the preparation of the morning's coffee to the permitting of the superintendent to enter the building after a certain hour at night. The superintendent, by the way, was theoretically the head of the institution. The Sisters of Charity were originally brought from Spain under contract with the Government to serve at the Beneficencia.

The sisters are excellent managers and know no end to their labors. Although their contract was a most liberal instrument to them, their absolute control of the internal arrangement was undoubtedly due to their excellent personal qualities, which in the natural order of things gave them that which the superintendent, a political appointee and possibly a party pensioner, was theoretically supposed to retain.

As regards the internal conduct of affairs, it may be said that the chief condition that appealed to the board was a certain indefinable spirit of nonprogressiveness, a noticeable backwardness, as compared to the modern advancement of our home institutions. In the insane asylum the absence of modern methods in the care and treatment of

the patients was apparent. It impressed the members of the board as a home for those mentally afflicted where good food, a fairly comfortable habitation, and medical treatment for incidental physical maladies were obtainable, but where enthusiasm in the scientific treatment of mental infirmities was not present.

The dormitories were clean, the infirmary was well taken care of, and the courtyard was free from objectionable features. The cells were simply small rooms, none padded or supplied with modern appliances. As before mentioned, the cesspools were offensive, and the plan of placing buckets in a ward and a small room where the patients congregated, for the purpose of receiving their excreta, of course required alteration.

As regards the orphans, it might be said incidentally that the asylum had come to be regarded by many as a house of correction, and powerful influence always secured the admission of a child in advance of his fellows, whose applications may have been filed for many years. In this way the original intention was perverted, and there were many inmates who had no moral or legal right to enjoy the benefits of the institution. They were composed largely of a class whose natural instincts were not of the highest order and whose prototype may be seen in our industrial schools at home. Order was well maintained, but by constant restraint. Individualism seemed to be wanting, and any effort to encourage personal ambition was not apparent.

The educational features were certainly not modern. There was no well-regulated system of grading. The books were obsolete, and the facilities were inadequate. Children who had been inmates for years were discharged unable to read. Many in the institution could not read or write, and the attainments of the more learned were hardly more satisfactory. On one occasion a committee of the board conducted a superficial examination and it was discovered that a class in reading was able to peruse certain schoolbooks, but merely by rote, they not having an idea of the subject discussed.

The fact that all instruction was more or less religious in character was noted.

Although the sexes were as strictly separated in both asylums as was possible, a certain amount of intercommunication was unavoidable, and the fact that orphans and insane were housed under one roof and that the male and female orphan departments were in juxtaposition was not in conformity with the board's ideas, and separation was made more urgent when suspicions arose that clandestine meetings had been held by certain of the older boys and girls.

The regulations governing the institutions adopted in 1886 covered the ground satisfactorily, except in one important feature—that of religion. They were not, however, strictly enforced, as evidenced by the nature of the admittances and by the incompleteness of certain returns and reports therein required.

Although an insular institution, there were found no provision for proportionate representation from the various municipalities. In fact, the number of San Juan's inmates was far in excess of its share.

The above were a few of the features which early impressed the board. At its first meeting, on August 10, 1899, the entire supervision of the institution was delegated to the following members as a committee of the Beneficencia: Dr. Del Valle, Surgeon Wieber, Captain Wells, Chaplain Brown, and Rev. Father Nin. Chaplain Brown and Father Nin were constituted a subcommittee on the orphan department, and Surgeon Wieber and Captain Wells on the insane asylum.

Upon the departure of Dr. Del Valle for the United States and his

consequent resignation as a member of the board, this committee was reorganized and constituted as follows: Surgeon Wieber, chairman; Chaplain Brown and Father Nin, subcommittee on orphan department, and Captain Wells and Señor Degetau on insane. Señor Federico Degetau was appointed a board member by the governor to fill the vacancy caused by Señor Del Valle's departure.

In the first part of September Chaplain Brown was relieved as a member of the board, and Captain Reynolds took his place as committeeman.

The committee investigated applications for admission and recommendations for discharge. It approved the monthly expenses. Its decisions regarding appointment of teachers and other employees were accepted by the board.

On August 31 it submitted its estimate of expenses for the ensuing year, in which provision was made for an amount to cover the expense of many needed repairs. The estimate and report accompanying was as follows:

Estimate of expenses for 1899 and 1900, orphan and insane asylums.

Administration.	Salaries.
1 director and chief physician	\$2,000
1 assistant physician	900
1 clerk	1,000
1 practicante	600
1 porter	300
1 steward and messenger	300
26 Sisters of Charity	4,680
8 attendants for the insane	2,400
3 servants	360
1 Sister of Charity (pension)	72
SCHOOL.	
1 professor	900
1 assistant professor (first ayo)	600
1 ayo and teacher	420
1 ayo	300
1 kindergarten teacher	480
1 professor of music	500
1 assistant professor of music	180
1 professor of drawing	500
TRADE SCHOOL.	
1 shoemaker	400
1 tailor	400
1 carpenter	500
1 bookbinder	400
1 printer	500
1 engineer	600
3 helpers, for the carpenter, printer, and engineer, \$300 each	900
LABORERS.	
1 storekeeper and watchman	300
1 helper	120
SUPPLIES AND MATERIAL.	
Subsistence	19,224
Clothing, bedding, and shoes	3,000
Washing and sewing	576
Utensils and furniture	480
Medicines, dressings, and instruments	700
Lighting	400
Tobacco for the insane	60
Water	720
Sundries	300
Chapel and religious service	550
A small library for orphan asylum	300
Stationery and schoolbooks	600
Material for trade school	2,300
REPAIRS AND IMPROVEMENTS TO BUILDING.	
To insane asylum (about)	10,000
To orphan asylum, including new workshop (about)	28,000
Total	87,882

NOTE.—The repairs going on at the present time in the insane asylum are included in the estimate of expenses.

SAN JUAN, P. R., August 31, 1899.

PRESIDENT BOARD OF CHARITIES OF PORTO RICO.

SIR: The committee on the Beneficencia have the honor to submit the following report on that institution:

1. The building.—They find that the main building, which contains the administration and school rooms, also the dormitories and chapel, is unsanitary by reason of the presence of the old system of latrines, which are not connected with the city sewer. There is an insufficient water supply to the building. There are no lavatories or bathrooms. The dormitories are overcrowded. The floor in many places is rotten. One of the shop buildings is in ruins.

Recommendation.—The building should be repaired wherever necessary. The present latrines should be abolished as soon as possible. Proper flush closets and urinals, trapped and connected with the city sewer, should be substituted. Bathrooms and lavatories should be introduced.

Second. The school.—The school for the boys is at present badly organized. The number of teachers is inadequate to the number of pupils requiring instruction. While there are five teachers for the girls, there are only two available for the boys. The school is in want of books; it requires a rearrangement of its classes according to the ages of the pupils. For want of proper supervision of the inmates of the institution, a bad state of morality exists, which can only be suppressed by decided measures. All the workshops which were formerly used for the teaching of various trades to the boys after they had attained a certain age are now closed. A large amount of machinery which belongs to the Beneficencia is left on the grounds and requires careful attention to keep it from ruin.

In the insane asylum sanitary improvements are being made to better existing conditions. The building and all arrangements for the proper care of the insane, however, are altogether inadequate to the needs of an institution of its kind at the present time. Its wards are also overcrowded.

In order to improve existing conditions at the Beneficencia, the committee considered it essential that a physician of experience be placed at its head who, besides being its chief physician, shall be held responsible for the internal administration and the sanitary condition of the institution. He shall be held responsible to the board of charities. We suggest for this appointment Dr. F. de Goenaga, who, during the service of seven years as the physician of the Beneficencia, has become acquainted with its system of administration, its defects, and its needs. The salary of \$2,000 is suggested as a proper remuneration for his services.

We further recommend that the position of assistant physician be created, with a salary of \$900.

The positions of clerk, practicante, porter, steward, attendants, etc., as mentioned in the estimate of expenses, are recommended to be continued. For the school the following additional force is deemed necessary: One additional ayo, who shall be a qualified teacher; 1 kindergarten teacher; 1 professor of music and 1 assistant; 1 teacher of drawing.

If one of the objects of the institution, namely, that of teaching the older boys who have passed the school age various trades and thus make them useful members of the community, is to be respected, the trade schools must be reopened or else all the boys above the mentioned age must be discharged from the asylum.

We recommend that the trade schools be reopened; that the necessary building, which was destroyed by fire a short time ago, be rebuilt. The following shops can be reopened in a very short while: The shoemaker's shop, the tailor shop, the bookbinder shop. The other shops can not be worked until the necessary building and boiler has been set up. It is suggested that the work done in these shops should be, primarily, work for the Beneficencia; later, Government work of various kinds could be done. The following force is recommended: One shoemaker, 1 tailor, 1 carpenter, 1 bookbinder, 1 printer, 1 engineer, and 3 mechanics.

The storekeeper and helper are at present needed to look after tools and machinery.

At last we recommend that the item of a small library, to consist of select English and Spanish books for the use of the children, be allowed, to supply a pressing want. Out of school hours the children have nothing to occupy their mind. Their playgrounds are very limited, and as a consequence constant quarrels and still worse results of enforced idleness have come under observation.

We further recommend that all pupils on reaching the age of 18 should be discharged from the asylum.

Very respectfully,

THE COMMITTEE ON THE BENEFICENCIA.
F. W. F. WIEBER,
Surgeon, U. S. N., *Chairman of Committee.*
F. DEGETAU Y GONZALES.

The PRESIDENT BOARD OF CHARITIES.

This was forwarded to the military governor; approval recommended. The second indorsement by the governor was as follows:

Respectfully returned to the president of the board of charities. Owing to the state of the finances of the island and the island itself, as a result of the cyclone, it is considered advisable that the expenses should not exceed what is provided for in the budget.

By command Brigadier-General Davis:

J. S. BATTLE, *Aid-de-Camp*.

And a further indorsement from the same source stated that—

The budget calls for the following:

Orphan asylum.....	\$27,017
Orphan asylum and school.....	5,100
Insane asylum.....	22,903
Total.....	55,020

The estimate herewith, exclusive of the item of repairs, is \$49,882, which, according to Mr. Clark, who prepared the original estimate for the general budget, is \$5,762 in excess of such original estimate for these two institutions proper, omitting the educational features. But this difference is just about the original allowance for the orphan asylum school proper, and is approved, which brings the total appropriation to the amount stated, to wit, \$55,020 for the Beneficencia and the insane asylum.

But as respects the \$38,000 for these repairs \$13,200 is now all that can be appropriated, and with this modification the budget as submitted within is approved.

The lack of the necessary funds, as evidenced by the above, was the chief obstacle to the rapid advance of the physical improvements. Delay was experienced in securing expert opinion from the bureau of public works, which was unusually busy on property damaged by the hurricane. Although the conditions requiring alteration were many and varied, there was no hesitancy in allotting the limited means available to the work of installing a sanitary system of plumbing at the insane asylum. Because of the necessary formalities to be observed, progress in the work was much delayed; but on September 16 the committee reported that the architect of the bureau of public works had at last been secured, and had visited the Beneficencia for the purpose of instituting the necessary alterations, and such went forward gradually until the first week in the following January, when they were completed.

The committee's recommendations regarding the sanitary improvements in the orphans' department, submitted October 14, 1899, were as follows:

In order to put the orphan asylum in good sanitary condition, the following changes are considered necessary:

1. The building should be connected with the city water system.
2. Proper sanitary water-closets and urinals should take the place of the present latrines, and should be connected with the sewer.
3. The old cesspools should be emptied and filled in after disinfection.
4. Sanitary lavatories and bath rooms, with properly tapped sinks and bath arrangements for the two sides, the hospital wards, the director's and the sisters' quarters, should be introduced as soon as possible.
5. A verbal estimate of this work has been submitted by the board of public works, which sets the cost of these changes at about \$8,000. Similar repairs to the insane asylum are estimated to cost about \$7,200, making a total of \$15,200. As only \$13,200 is set apart for repair work at the Beneficencia, the sum of \$2,000 is needed to accomplish the wants of the institution in that line.
6. It is respectfully requested that the necessary amount of money be allowed from funds already allowed for Beneficencia use to enable us to make these necessary repairs.

Very respectfully,

F. W. F. WIEBER,
Chairman Committee Beneficencia.

The commanding general placed the following indorsement thereon:

An additional allotment of \$2,000 for repairs of the orphan asylum and insane asylum, as recommended within, is approved, but the aggregate of appropriation for these two institutions as contained in the present budget must not be exceeded. Other items in new appropriations for these two institutions must be diminished in the aggregate by the sum of \$2,000.

It will be noted that economy was still of the first consideration.

The board of public works was about to commence these repairs when the proposition to remove the children into other quarters was brought prominently before the authorities. This prompted the following communication from the governor, which caused the cessation of all action in this direction:

Respectfully returned to the president of the board of public works.

The \$2,000 referred to was to be expended by the board of public works in addition to the \$13,280 allowed in the budget. No special items were to be diminished, but the board of charities was to so cut down expenses at the orphan and insane asylum as to allow this additional amount for repairs.

However, as there is a chance of the orphans being removed to the Ecuelas Pias, the repairs to the orphan asylum will be for the present deferred.

Official copy respectfully furnished to the president of the board of charities.

The administrative history of the institution up to the time of the removal of the schools to Santurce was as follows: The regulations previously governing therein remained in force as a whole, but portions that were incompatible with the views of the board, or when the exigencies of the case demanded, were disregarded and its decisions upon the subject substituted.

The internal administration remained the same. There were no changes in methods of procedure in the purchasing or accounting departments, except that the vouchers for such expenses were subject to the approval of the committee.

The admissions and discharges were made according to the former routine, but all were passed on by the board, and personal influence was no longer a factor in such action.

The position of superintendent had become a sinecure and was openly considered a suitable reward by the Government to one whose services had been long and faithful. Such an incumbent filled the office. It was decided that in order to secure to the position its prerogatives its occupant should be a physician of high professional and moral standing and a man whose activity was not impaired by age.

Many applications for the superintendency were received and referred to the committee, who recommended the appointment of Dr. Francisco Goenaga.

The recommendation was approved by the board and the position was forthwith tendered and accepted. Dr. Goenaga had been physician to the asylum for six years. He accepted the appointment on September 11 and immediately took possession of his office. It was designed that thereafter the superintendent should be head in fact as well as in name.

It was found no easy task to reinvest the superintendent with such power and responsibilities as were deemed essential to his office; but gradually and tactfully the usurped authority has been transferred from the powers that had been for twenty years (the sisters) to the superintendent, where it must rest. Yet it was not until after the military government had ended its existence that many of the keys were finally placed in his keeping.

The crowded condition of the orphan asylum was somewhat relieved in September by the discharge of fourteen boys over the age of 18 and

two whose insubordinate conduct merited such action. Another reduction was effected in November, when it was decided that 16 should be the maximum age for male inmates. The question of diminishing the number of female inmates was difficult to solve. They could not be thrown on their own resources, for their own were practically nil. The customs of the country were responsible for this. But the fact remained that those who had no families could not be discharged without some provision being made for their future. The Woman's Aid Society was communicated with, but with very little expectation that any arrangements could be made. The education of the girls along such lines as to instill into their minds many ideas inimical to their future usefulness precluded any chance of their legitimate employment.

The history of the schools for the orphans runs most unevenly during this period. The above report of the committee states that there were five teachers for the girls—sisters, by the way—and only two for the boys. These two were also monitors or care takers, and were engaged doubtless as much for their monitorial qualities as for their educational attainments.

In the matter of placing the schools on a satisfactory basis the difficulties encountered were many. There were no class rooms, there were no teachers, there were no books, and, above all, the lack of discipline resultant from a year's disorganization was most difficult to contend with. The new superintendent reported as follows soon after taking his office:

I visited the schools to-day and desire to report to the board that they are not in a satisfactory condition. The greater proportion of the children are unoccupied except in conversation with one another. The teachers assert that they are not at fault and claim that the condition is due to the lack of books.

It may be said in passing that experience has demonstrated that the maintenance of order in a schoolroom is not to be expected under a native teacher.

At the meeting of the board on October 2 it was decided to retain as head of the school the teacher then in charge. It was agreed to increase the force by three additional ayos (subordinate teachers and care takers), one English teacher (male), and an English female teacher for the kindergarten. Applications for these positions were referred to Father Nin and to Señor Degetau as a committee. At this meeting full authority was given to the committee of the beneficencia to take any steps that it should deem necessary to accomplish the organizations of the schools.

On October 23 the English teacher took charge of his classes, only to resign a few days later. He was reappointed. A week later one ayo and the kindergarten teacher took over their respective duties.

The need of satisfactory school space was most keenly felt. One large class room was all that was available. It was thought advisable to divide this, but again the expense became an insurmountable obstacle, and other means for accomplishing the end were sought. It was finally decided to arrange class rooms in the ends of the several dormitories; and though anything but satisfactory, it seemed the only alternative.

There was an absolute dearth of school material, including books; but in this particular these schools were but suffering as all others throughout the island. The board was dependent upon the board of education for furnishing the very basis of its school organization, and,

neither knowing the nature of the material to be provided nor the date when such could be expected, essential arrangements were necessarily held in abeyance.

In order, if possible, to expedite this important matter the following letter was addressed to the military governor:

SAN JUAN, P. R., October 13, 1899.

The MILITARY GOVERNOR OF PORTO RICO, *San Juan*.

GENERAL: Referring to the letter of the chairman of the committee on the beneficencia of the board of charities of Porto Rico, recently forwarded, approved by order of the board, I have the honor to ask if the schoolbooks therein requested can be issued at once, so that the school at the orphan asylum may be instituted immediately. It goes without saying that school facilities are very necessary in this institution, and schoolbooks are an essential thereto.

Very respectfully,

JOHN VAN R. HOFF,
President Board of Charities of Porto Rico.

This was referred to the board of education and returned indorsed that "this paper was received October 26, and books had already been distributed to the asylum schools."

It was not until early in November that regular and systematic instruction became possible. At this time instruction was being given in two sections. Nevertheless the committee reported unsatisfactory progress.

There had been under the former régime a department of trades, where the older boys were taught to be machinists, tailors, carpenters, shoemakers, or lithographers. This had been in disuse since the American occupation. Efforts were at once made to secure competent citizens to assume charge of these branches and recommence the instructions along these lines. The positions were advertised and many applications received. These were referred to a committee consisting of Father Nin and Señor Degetau, and upon their recommendation three mechanics were appointed October 17. The absence of school organization and the insufficiency of workshop material delayed this section, and there had been little or nothing done in this direction up to the time of the removal of the schools to Santurce.

It of course had always been held as one of the necessary moves of the future to separate the children from the insane and to provide a separate building for each sex, and it was at this meeting of the board, November 4, that the question was brought to the immediate attention of its members, it having been ascertained that two excellent buildings at Santurce could be made available. A month later it was definitely decided to make the transfer, and thereafter further alterations in the internal arrangements were deferred. At this meeting also the question of military organization in the schools began to take shape, although the idea in an incipient form had been present from the beginning.

The two buildings at Santurce referred to are the Instituto and the Madres. The former was built in 1880, when it was placed in charge of the Jesuit fathers. It was later turned over to the religious order of Pious Schools, and was in its possession up to the time of its transfer to the board of charities. It could accommodate 500 children and was destined for the use of the boys' department.

The Madres is a somewhat smaller building erected along much the same lines as the Instituto, and located about half a mile nearer the city. It was built in 1883 and turned over to the Mothers of the Heart of Jesus, a religious order of nuns, who conducted a school therein for the children of the higher social classes. These buildings

were insular property and the military governor ordered their transfer to this board, to take effect not later than January 1 of this year.

Although excellently located, the buildings themselves naturally required many alterations to meet their new use. The board delegated the supervision of this work to the committee of the beneficencia and the superintendent of the insane asylum. The improvements progressed until, by the last week in January, the buildings were sufficiently adapted to meet the requirements and the removal of the children took place.

Benjamin Del Valle was appointed acting superintendent of the boys' school and Sister Martinez of the girls'.

Steps were now taken to effect an entirely new organization of the administrative force and a radical change in the method of internal management.

The board decided that the time was appropriate for promulgating its ideas as to the basis of organization for the future. It was first determined that the institutions should thereafter be known as charity schools, as the term orphan asylum was clearly a misnomer, a large per cent of the inmates having parents.

The need of regulations for the government of the now separated schools was of course apparent, and those now in operation were adopted by the board on March 8, 1900. These in many respects were revolutionary in character, and it was well understood that their complete enforcement would not be attained for many months, and such enforcement was not begun at the girls' school under this board except so far as the rendering of reports was concerned. Sister Martinez declined to accept the superintendency of this school and, on the recommendation of Father Vallanueva (the head of the order), Sister Justa Urrea was appointed. Sister Justa has managed the school in a manner satisfactory to the church and her order (!) with few restrictions, and the running has been comparatively smooth.

On the removal of the schools the personnel consisted of the superintendents, an insufficient number of sisters, and servants, and it was not until nuns arrived from Spain on March 13 that it was possible to complete the personnel. This unavoidable lack of a sufficient number of employees, in addition to the absence of definite regulations, made the absolute satisfactory running of the school impossible. This was of course expected. On March 12 it was decided to ask Mrs. Davis, Mrs. Lugo Viña, and Señora Quinones to serve as a visiting committee to inspect the schools. They very kindly accepted, and on April 3 visited both schools. Their report on that of the girls was as follows. It indicates that evidence of the results of the above condition were apparent:

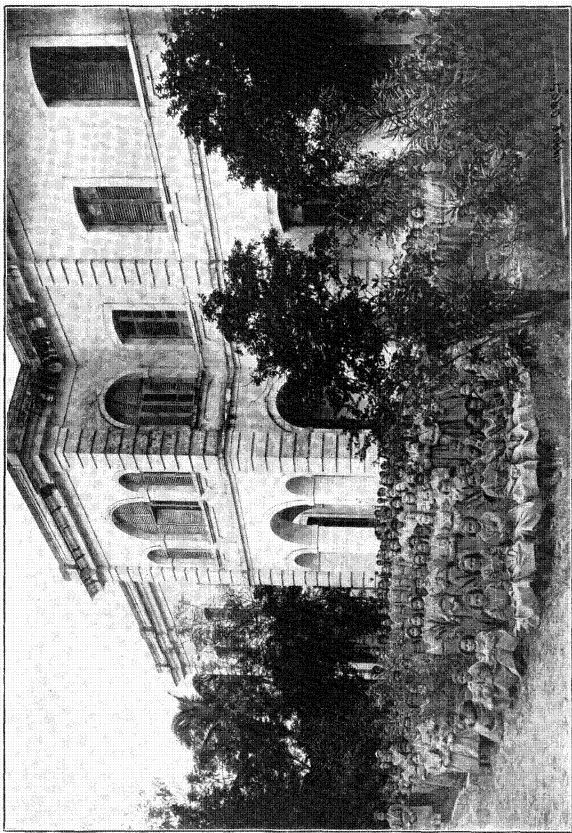
SAN JUAN, P. R., April 18, 1900.

To Col. JOHN VAN R. HOFF,
President of the Board of Charities.

DEAR SIR: The committee of ladies appointed by the board of charities to visit the charity schools at Santurce begs to present the following report of their visit to said institutions on April 3, 1900:

GIRLS' SCHOOL.

Our visit was unexpected by the sisters in charge. We found all the older pupils busily engaged in lace making, fine sewing, or in making clothing for themselves under the supervision of the sisters. We would suggest that the mending from the Boys' Charity School now done in this institution be given to capable women, who would do it in a proper manner, and at the same time teach these girls how it should be done, as at present the work is more than they can do, unaided, and the sisters say they have no time to devote to it.



GIRLS' CHARITY SCHOOL, SANTURCE.

The girls personally are in an uncleanly condition. There are no means furnished for warm baths, and cold baths are required only once a week, or not so often. We strongly advise warm baths once or twice a month for cleanliness, as well as cold baths two or three times a week, and sea baths now and then as a means of improving their general health.

Each girl should have two towels. At present two girls are allowed one towel per week. Their teeth are neglected. Each girl should have her own brush and comb, and be required to use them, and not allowed to use oil on her hair. We advise that the hair of the younger girls be kept short.

Their clothing is not sufficient for cleanliness. They have no night clothes and are obliged to wear at night the same clothing they have worn through the day.

There is only one sheet on each bed, which is changed once in three weeks. They use one of their blankets as an undersheet.

The house is fairly clean, with the exception of the toilet rooms, which are in a very unsanitary condition, and the infirmary, which needs a thorough cleaning. We would suggest that the children with tuberculous affections be isolated or removed from the institution.

The dinner which was served while we were there was quite good and abundant.

We would also suggest that a woman be employed to teach these girls plain American cookery, such as bread making, baking, etc. In this way they will learn the use of the oven, of which they know nothing, and at the same time improve and vary their own cooking, and find themselves with some means of support on leaving the institution.

The general appearance of the girls is not good. They show lack of exercise in the open air, and certain moral and mental depression not natural to children. We think outdoor work and play would be most beneficial to them.

Very respectfully,

CARMEN A. DAVIS.

MODESTA G. DE QUININES.

GRACE DE W. LUGO VIÑA.

The conditions to which attention is called therein had been recognized as requiring remedy, and progress in that direction had been made. But the necessity of economy was made apparent here as at the insane asylum, as evidenced by the following letter from the president of the board, and the accompanying indorsement:

FEBRUARY 19, 1900.

MILITARY GOVERNOR OF PORTO RICO, *San Juan, P. R.*

GENERAL: In order to increase the efficiency, accommodation, and healthfulness of the building occupied by the Girls' Charity School at Santurce, I am directed by the board of charities of Porto Rico to ask that the following-named repairs be authorized and executed:

First. Convert the present chapel into an upper and lower dormitory, thus affording space for sixty additional inmates.

Second. Complete the work on the rear extension, including upper gallery, and improve approaches to messroom from main floor. This in addition to conveniences will increase the accommodation by an additional forty.

Third. Install shower baths.

Fourth. Introduce modern plumbing, water-closets, and wash basins.

If it is impracticable to introduce modern water-closets, it seems advisable to construct a latrine on the lines of that at the boys' school, and remove the hopper closets or most of them now in use. A proper lavatory on each floor is very desirable. The proposition to place the infirmary in the second story of the extension can not fail of approval, as by this plan the sick will be effectually separated from the well. It is suggested that the entire second floor be devoted to this purpose, dividing it by suitable partitions into ward, lavatory, nurse room, dispensary, operating room, linen closet, and isolation ward.

If all of the above can not be done, it is asked that as much as possible be undertaken, and in the order named.

Very respectfully,

JOHN VAN R. HOFF,

Major, Surgeon, U. S. A., President of Board.

[First indorsement,]

HEADQUARTERS DEPARTMENT OF PORTO RICO,

San Juan, February 20, 1900.

Respectfully returned to the president of the board of charities, with the information that the military governor directed that an estimate be prepared of the

cost of the work of converting the chapel into dormitories and the completion of the rear wing; but he is unable to consider now the proposal to reconstruct and rearrange the plumbing in the seminary, on account of the lack of means for this purpose. Such minor repairs of the plumbing and water fixtures as may be necessary in order to preserve the status quo will be attended to. The sanitary arrangements in this building are not satisfactory, but they have sufficed without reported detriment to the health of the occupants, and must so continue to be used until means are available for extensive improvements.

By direction of the military governor:

J. S. BATTLE, *Aid-de-Camp*.

On January 20 Mr. Benjamin Del Valle received his appointment as acting superintendent of the boys' school and at once assumed his duties, and a few days later 20 boys were transferred. On February 21 the remainder were taken to their new home. On February 17 the board decided that until its regulations were published no more admissions would be made to either school, and that under no circumstances would children thereafter be admitted from the municipality of San Juan until all other cities had either their proportionate representation or all their applications for admissions granted. At that time three-fourths of the inmates were residents of the capital.

On March 8 the final approval of the regulations as published was made and a much-needed basis provided for the guidance of the officials of the institution. An important factor in the new scheme of management was the introduction of a military organization into this school. For this a commandant was required, and on January 26 the adjutant-general was requested to detail an infantry sergeant to fill this important position.

Apparently none was available, and a private of the Hospital Corps was detailed to assume this charge. The results of the innovation have been all that could have been expected. A certain amount of esprit de corps has been instilled, which is absolutely invaluable. The boys have been taught the entire "setting-up" exercise and many of the simpler evolutions. The routine of the day's work and recreation is governed by bugle calls.

On February 20 the staff of officials was increased by the acceptance by Dr. Arnau of the position of visiting physician for both schools. As required by the regulations, Dr. Arnau submitted such incidental reports on his inspection as he considered necessary, and one comprehensive monthly report covering the sanitary state of the whole institution. Practically the chief objectionable sanitary feature was that caused by the lack of modern closets, lavatories, etc.

The dry-earth method, with daily removal, is in use, and for the purpose a building is provided at some distance from the school. But means must needs be provided inside the building for the use of the patients, and of the boys at night, and these caused most reasonable objection.

Dr. Arnau's report thereon was as follows:

APRIL 10, 1900.

The BOARD OF CHARITIES, *Porto Rico*.

SIRS: I respectfully beg to inform you that the closets used by the boys on the second floor of this building are in a deplorable state. The floor is of wood, and is so soaked by the incessant emptying of the different vessels of the establishment that the boys are unable to approach the closets because of their sanitary condition, and to do away with the bad odors so near the infirmary; for this reason I beg to propose that new ones be installed, with proper floors, abundance of water, and receivers that can be easily cleaned.

Respectfully,

DR. R. ARNAU.

Endeavors have been made to secure installation of these closets without result. On March 22 a letter asking for these improvements was forwarded to the military governor, approved by the board. The following reply thereto was received:

APRIL 10, 1900.

THE PRESIDENT BOARD OF CHARITIES.

SIR: Referring to the request for repairs and improvements at Boys' Charity School, I am directed by the military governor to say that there are no means available to make the repairs, alterations, and additions to the boys' school, San-turce, as recommended by the board of charities, per indorsement dated the 22d ultimo.

Very respectfully,

J. S. BATTLE, *Aide-de-Camp.*

The monthly inspection reports by the attending physician for March was as follows:

ORPHAN ASYLUM OF PORTO RICO,
San Juan, P. R.

THE BOARD OF CHARITIES OF PORTO RICO.

SIRS: In accordance with regulations for orphan asylum, I have the honor to remit my first sanitary report:

BOYS DEPARTMENT.

My letters addressed to the board at different dates during the month of March express my views with regard to the following details: Quantity and quality of the food, especially of the meat.

The need of a supply of socks for the boys, without which they are unable to use the shoes provided for them. The desirability of appointing a dentist to examine the boys' teeth, as these are in a deplorable state. And above all the very poor sanitary condition of the closets on the upper floors of the buildings.

I now beg to draw the board's attention to the following remarks:

The supply of water, although sufficient to meet the ordinary demands of the establishment, and the fact of there only being two dripping stones for filtering the drinking water, is a great defect in the sanitary arrangements, so I respectfully advise that a filter similar to that in use in the lunatic asylum be provided, as the filtered water is not sufficient.

The system of cleaning out the closets situated on the ground floor on the west side is already well known to the board, and though not of the best, it at least fulfills its requirements; but the same can not be said of the closets on the upper floors, those being in a very uncleanly state.

This I mentioned in my letters to the board, stating at the same time the only method that could be applied.

With regard to cleanliness and ventilation of the rooms, I can only say they are properly attended to.

The disorganized state of the attendance at the asylum exposes defects now existing in the infirmary department. An operating table is indispensable; one like that in use at the lunatic asylum would meet the requirements.

There are numbers of cases of contusions, whitlows, and ulcers which have to be attended to, and operations are difficult without the necessaries for operating.

The dispensary is in a very defective state, so much so that nearly all the prescriptions have to be made at a druggist's, a very costly proceeding although a rebate in the price is made. This want could be remedied by thoroughly providing the dispensary with the necessary drugs, as per list sent by me to the board when I first took charge, and with some capable person to make up the prescriptions and at the same time aid the doctor in his work if the latter thinks fit. A functionary similar to the one now at the lunatic asylum is what is required, as the sisters of charity, though excellent nurses, have neither the sufficient knowledge to work up the prescriptions nor can they assist the doctor in his operations. The attendance in the infirmary should be as efficient as that found in any modern hospital, otherwise serious defects may arise, which the doctor, however competent, is unable to remedy.

A general state of anæmia, so common in this country, is very prevalent among the boys, and to combat this evil I respectfully beg to state that good nourishment and pure filtered water are indispensable.

During the month of March there has been a slight attack of la grippe, which has since disappeared, and there has also been several cases of sore feet among the boys, caused by the want of stockings.

Dr. R. ARNAU.

APRIL 10, 1900.

The BOARD OF CHARITIES OF PORTO RICO.

SIRS: With regard to food and water and also a general state of anaemia, I beg to apply the same remarks to the girls' department as I made with reference to the boys' with the only addition that amongst the girls there are more cases of scrofula than among the boys, and fewer cases of sore feet.

The principal ailment in the infirmary during the month has been caused by gastro-intestinal troubles, but without any serious results.

I beg to draw the attention of the board to the great benefit sea bathing is, and much recommended for the above ailments at this time of the year. A place called the Condado, at a short distance from the asylum, I would recommend as being suitable for the girls to bathe in, as the water is purer and the air freer from malaria in that neighborhood than near the buildings. The girls could be conveyed in two boats by two attendants of the establishment, this mode of communication being quicker and better than going around by land.

In closing this report I beg to also draw your immediate attention to the state of the closets in this establishment, the greater number of which are closed as unserviceable.

Respectfully,

Dr. R. ARNAU.

Instruction was begun at once in both schools under the direction of the teacher who had been in charge at the Beneficencia.

In order to secure the benefit of instruction to both institutions from the limited number of teachers, classes were held in the morning at the girls' school and in the afternoon at the boys'. The teaching force consisted of the head teacher, a Porto Rican teacher of writing, one of geography and grammar, a professor of English, an American teacher of arithmetic, and an American kindergarten teacher. At first there was almost an entire absence of material, which somewhat delayed the work. The scholastic instruction has not been satisfactory.

There has been a continued state of disorganization and lack of discipline in this department, and no progress has been apparent.

It is difficult to state definitely the cause for this. In fact there were many such. There was a lack of power of organization and executive ability in those in immediate control of the schools, and in conjunction with a growing disregard on the part of the boys for all authority, made satisfactory work impossible.

This difficulty in controlling the boys became a serious problem. They had always been held under such strict rule in their former home, without any freedom either of thought or action, that upon being given practically unlimited bounds at Santurce, with an effort to secure discipline by moral means, the reaction came with force. A Porto Rican boy is much older than his age indicates. His natural reasoning power is disproportionate to his age, and his ingenuity is frequently that of an adult. When enlisted on the side of malicious mischief, their control becomes a matter for serious consideration. Whatever the cause, the fact remains that lack of discipline was a growing evil from the day of removal. This was forcibly brought to the attention of the board when, in the middle of March, complaint was made that cruelty was practiced in the exercise of punishment by the officials. An investigation was ordered which exonerated those in authority. The report of the committee resulted in the adoption of a definitely graded and rational method of punishment.

But the schooling remained entirely deficient. This was perhaps unavoidable in part, as the whole process was in an experimental stage. A difficult question to satisfactorily solve was that of grading. It seems that this had not been attempted under the previous régime, for boys of advanced age, who had been inmates for years, showed no results of instruction, while some of the younger inmates were much

further advanced. As a temporary measure age was made the basis for the assignment of the pupils, and the grading of the scholars as well as the disposition of the teachers was left to the discretion of the superintendent of instruction. His arrangements had not resulted satisfactorily at the time of the transfer of the schools to the civil government, and the subject was turned over to the new board in an embryonic stage.

Not so with the entire economic management. From a condition of laxity and absence of personal accountability in the internal economy the institutions have been brought to a standard of business conduct which, by a system of receipts, reports, etc., has resulted most satisfactorily.

On March 29 Mr. Del Valle's resignation as superintendent of the boys' school was presented to the board. Action was deferred to the 31st, when it was accepted, and on April 7 Señor Ramon Vilar was appointed his successor. He took over his duties at once.

Upon the removal of the charity schools from the beneficencia building it was decided to increase the capacity of the insane asylum by so altering the portion formerly occupied by the girls as to adapt it to the use of the female insane. In order to accommodate all whose applications were on file this improvement was absolutely necessary.

The following committee report covering these alterations was forwarded to the military governor March 30, 1900, with the board's recommendation that the work be performed as soon as possible:

In order to fit up for the insane asylum purposes the wing of the beneficencia which was formerly occupied by the orphan girls, and thus to enable the institution to take in and to properly treat all the insane of the island, which can not be done now in the old asylum building for the lack of space, the following work is necessary:

1. The closing up and filling in of all the old drains and sewers which now connect with the inhabited part of the building and with that part which is to be fitted up for the reception of the insane.
2. The substitution of a new drainage system with sanitary plumbing for the old one.
3. The replacing of the old washtubs in the laundry by new ones having proper drains and sewer connection.
4. The replacing of the present sinks in the kitchen by new ones with proper sewer connection.
5. A construction of 12 cells for the insane in the present chapel and 6 in basement underneath the chapel, having asphalt floors and wooden partitions. The floors in each cell to be graded to a cesspool which runs into a 5-inch drainpipe and connects with the sewer.
6. The furnishing and putting in of iron water-closets with automatic flushing attachments at the site of the old latrines having six seats, floor to be cemented and to be provided with a drain.
7. The furnishing and putting in place in the present bathroom 6 wash basins, 6 showers, 1 bath tub, similar to the corresponding fixtures in the new annex of the old asylum building, floor to be cemented and to be provided with a drain. All drains to connect with sewer.
8. The furnishing and putting in place of a water-closet and a sink in the infirmary.
9. The furnishing and putting in place and connecting with sewer of a water-closet, bath tub, 2 wash basins on second floor, replacing the old latrine, and old cement tub. Floor to be cemented and provided with a drain.
10. The furnishing and putting in place one water-closet, a wash basin, a bath tub, and shower for the use of the assistant physician. Cement floor and drain.
11. A courtyard drain with sewer connection.
12. Water connection to all cells, water-closets, bath tubs, sinks, courts.
13. Four pieces of rubber hose 10 feet long, with screw attachments for fitting water pipes for cells with nozzles.
14. Two pieces of rubber hose about 100 feet long for use in cleaning courtyard.

Insane asylum statistics, from August, 1899, to April, 1900—Continued.

	December.								January.							
	Male.				Female.				Male.				Female.			
	Died.	Discharged.	Admitted.	Remaining.	Died.	Discharged.	Admitted.	Remaining.	Died.	Discharged.	Admitted.	Remaining.	Died.	Discharged.	Admitted.	Remaining.
Paresis			1	9				2	1			10				2
Imbecility				4				1	1			4				1
Monomania				3								3				1
Homicidal mania				4				6				4	1			6
Dementia	1		1	14	2			19	2			14	1			17
Idiocy			1					3	2			2				3
Suicidal mania			1	1				1				1				1
Mania			2	6				16				3	1			16
Kleptomania				1				1				1				
Melancholia			1	2				1				1				1
Dipsomania				1				1				1				1
Epilepsia				1			1	3				1	1			4
Erotomania								1								1
Nymphomania								3								3
Lypemania								4						1		4
Undiagnosed			2		1		1	5				2	1	1	16	3

	February.								March.							
	Male.				Female.				Male.				Female.			
	Died.	Discharged.	Admitted.	Remaining.	Died.	Discharged.	Admitted.	Remaining.	Died.	Discharged.	Admitted.	Remaining.	Died.	Discharged.	Admitted.	Remaining.
Paresis				9				2				9				2
Imbecility				4				1	1			4				1
Monomania				2		1		5				2				4
Homicidal mania				3								3				
Dementia	1	1		15	2			20				13			2	18
Idiocy			1	3				5			1	4				5
Suicidal mania				3								2				
Mania			1	15		1		23			2	17	1			24
Kleptomania				2								2				
Melancholia				3				1				2				1
Dipsomania	1			1				1				1				1
Epilepsia			1	5	1			3			1	6				2
Erotomania								1								1
Nymphomania								3								3
Lypemania					1			4								3
Undiagnosed			4	2			2	2			3	4			2	2

	April.								Total.			
	Male.				Female.				Male.		Female.	
	Died.	Discharged.	Admitted.	Remaining.	Died.	Discharged.	Admitted.	Remaining.	Died.	Under treatment.	Died.	Under treatment.
Paresis				9				2		1		
Imbecility	1			3				1	3	12	1	3
Monomania				2				4		5		1
Homicidal mania				3						9	1	6
Dementia				13	2				2	5		
Idiocy				4				20	4	19	12	30
Suicidal mania				3				5	4	8		5
Mania	2			19	1			23	5	4	3	28
Kleptomania				2						2		
Melancholia				3				1		4		
Dipsomania								1	1	1		1
Epilepsia	1			7				2	2	8	4	6
Erotomania								1				1
Nymphomania								3				3
Lypemania								3				7
Undiagnosed			4	7			1	4		11		5

Admissions and discharges, charity schools, August, 1899, to April, 1900.

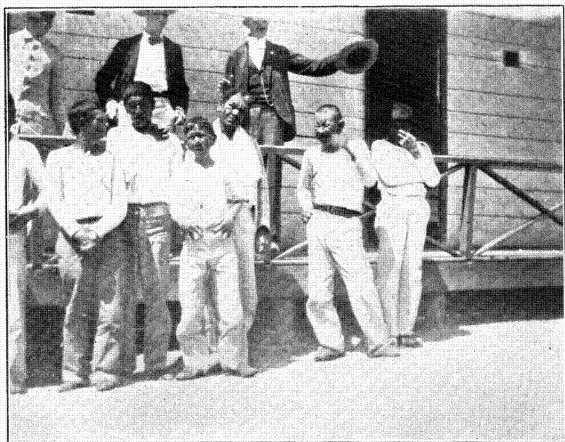
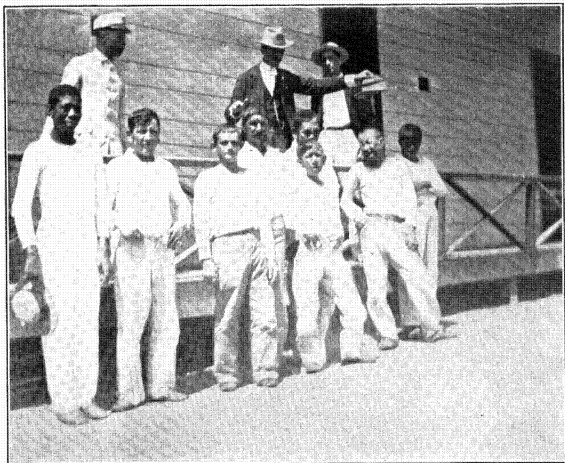
	1899.						1900.			
	July.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.
Boys:										
Admissions		3	1	5	0	2	23	6	0	1
Discharges		3	10	9	11	7	3	5	17	34
Deaths		0	0	0	0	0	0	0	0	1
Remaining ..	227	227	218	214	203	198	218	219	202	188
Girls:										
Admissions		2	3	3	4	6	8	3	0	0
Discharges		1	7	8	1	2	1	0	1	5
Deaths		0	0	0	0	0	0	0	0	1
Remaining ..	154	155	151	146	149	153	160	163	162	156

A few words on the relation of the sisterhood to these public institutions may not be inappropriate.

As above noted, six sisters were originally brought from Spain in 1863, under contract, for the distinct purpose of giving their services to the *beneficencia*. As may be observed, their contract specifically stated that the rules of their order would continue to be their governing force in all matters, and that no civil decisions contrary thereto would in any way affect them individually or as a body. This was perfectly feasible under the then existing form of government, a government in which the religion of the sisters, as of all citizens, was the State religion. This system itself was not compatible with the spirit of those who now had control of the asylum. Nevertheless the existing conditions were such as to demand its continuance. But certain modifications were deemed advisable. These, however, were not on religious grounds, but for the purpose of placing the management on a more rational and businesslike basis.

It was early discovered that the order was simply in the institutions, without being of them. It was apparently an example of individuals endeavoring to serve two masters, although as a matter of fact the nuns paid no attention to the civil authority, being governed in all matters by decisions from an entirely exterior source—the delegate of their order in Porto Rico. This naturally caused more or less conflict, for the board of charities proposed to control the institution, both as regards the inmates and the employees. To exemplify the result of the external control it is sufficient to state that the individual nuns were being constantly transferred from one department to another and from one institution to another without the knowledge of either the superintendent or the board. That the board's employees should be thus disposed of was incongruous. The fact that the sisters had been in the ascendancy for many years, although with undoubted advantage to the asylums, called for reform.

The board of charities of Porto Rico, being largely composed of military officers, realized that its existence was but a matter of a few months, when, on the inauguration of a civil government, it would turn over its functions to a permanent organization. Under these circumstances its actions were always tempered with the idea of merely roughly shaping the conduct of its asylums and schools and placing them in a fair way to receive the innovations which would eventually be instituted by its successors. With this end in view it endeavored to conduct the institutions to a higher level of organization and to



PORTO RICAN LEPERS.

place them on a firm working foundation, leaving where possible the more radical changes to those whose terms of office would warrant their taking them under consideration.

For these reasons the question of settling finally the basis on which the sisterhood could work in conjunction with the board was postponed, although it will be seen that the regulations recently adopted for the government of the schools and hospitals clearly state its ideas thereon.

The board simply endeavored to guide the institutional management out of the bog of disorganization and faulty regulation toward a highroad smoothly paved with modern ideas, upon which it could travel successfully and unflinchingly.

It feels that in its various steps in relation to the schools it has steadily gone forward in the accomplishment of this object. It has provided new names, modern books, and a basis for an excellent military organization; it has inaugurated a satisfactory system of internal and external economical management, and by its regulations furnished a firm foundation upon which structural improvement may hereafter make its base. It would have done even better if competent teachers could have been obtained.

LEPER HOSPITAL.

It is unknown when leprosy first gained an entrance into Porto Rico. It has probably existed here from the early times of the African slave trade. It was always looked upon with indifference, until about thirty years ago, when the subject seems to have been considered of enough importance to attract the attention of the authorities. In 1870 the provincial diputacion recommended the establishment of a leper hospital. The government failed to approve, on the grounds that funds were not available. The importance of segregation was clearly understood by the medical profession, and as a temporary measure it endeavored to secure the passage of an order requiring each municipality to isolate and care for its own cases. But, because of the absence of official support, this also was unsuccessful. Ten years later a second attempt in this direction was made, and with more favorable results. In 1880 the municipality of San Juan built a hospital for lepers on the site of the present one in the rear of the jail. It was a municipal institution, and harbored, on completion, six unfortunates collected within the city. It was directly under the control of the city council, which provided each inmate with 6 pesos monthly for his support. This was a step in the right direction, but an extremely short one. The patients were simply provided with a home. No restrictions were apparently placed upon their actions. Their intercourse was unrestrained, and for the purpose of supplying themselves with food, which they effected with the 6 pesos contributed by the municipality, they wandered through the city's markets and stores at will. It is difficult to understand the principles upon which such an institution was based.

No other municipality took steps to isolate its lepers. During the year 1895 or 1896 the diputacion provincial renewed its attempt to establish an insular asylum upon a modern basis. It appointed a committee to investigate the subject and recommend a suitable location. The committee selected a site about 10 miles east of San Juan on the north coast, and recommended its purchase. Owing to the fact that complications arose when the question of the transfer of the property was broached, and probably to the insufficient support

of the government, the matter was pursued no further. In passing it may be said that the diputacion was but an advisory body, whose duties ended with investigations and recommendations, or carrying out specific instructions of the government. The initiative was consequently not frequently taken, as actual execution depended upon other authority.

The status of the San Juan asylum was maintained until February, 1899. No efforts were made to increase the efficiency of the institution. On the contrary, from inattention the building became dilapidated, and the number of inmates was reduced to 2. In February, 1899, General Henry instituted a board of health for San Juan, constituted as follows: Captain Davison, United States Army, president; Surgeon Glennan, United States Marine-Hospital Service (advisory member); Dr. Del Valle; Dr. Nater, health officer and secretary.

To this board was transferred what remained of the leper asylum. One hundred dollars was secured from the military government and the building placed in repair. It was made an insular institution. A circular letter was sent to each municipality announcing the change, and informing it that the board was ready to take care of the island's lepers. This elicited reports of several cases, but no patients were sent at that time.

In May a general search for cases of leprosy was conducted in San Juan. This resulted in the segregation of 11 lepers. During the same month 1 leper was forwarded from Ponce. With the 2 remaining a total of 14 cases was being cared for on the 1st of June, 1899. A physician was appointed; a guard and a cook were engaged; necessary supply of medicines and subsistence stores was purchased, and the inmates were thereafter strictly isolated. No admittances or deaths occurred during June. On July 1 the asylum was transferred to the superior board of health. During this month 1 case was admitted. This board at once realized the necessity for providing something more than a small frame building for the accommodation of these people. A committee was appointed to submit recommendations as to a suitable locality for the establishment of a colony. The report of the committee of the board of health was as follows:

JULY 17, 1899.

GENTLEMEN: In accordance with the resolution of the superior board of health, adopted July 9, 1899, "that a committee of one be appointed to make report on the present condition of the leper asylum, what improvements are necessary," etc., by the appointment of the chairman I have the honor to submit the following report:

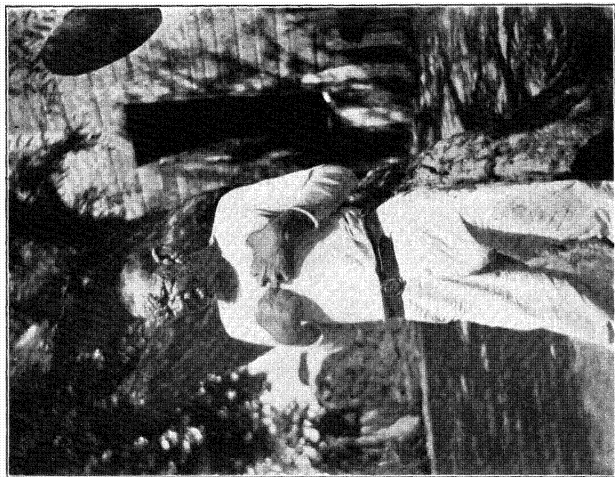
During the early part of the past winter, when a house-to-house inspection of San Juan was made by the local military board of health, of which I am an advisory member, a number of cases of leprosy was discovered concealed in different parts of the city in crowded tenements and, in some instances which I personally observed, where laundering and other work was taken in from American residents.

It was also ascertained that before the war a number of these unfortunates were collected in a rough frame building located immediately in rear of the jail, within the city limits, near a number of inhabited cottages, and adjoining low marsh lands.

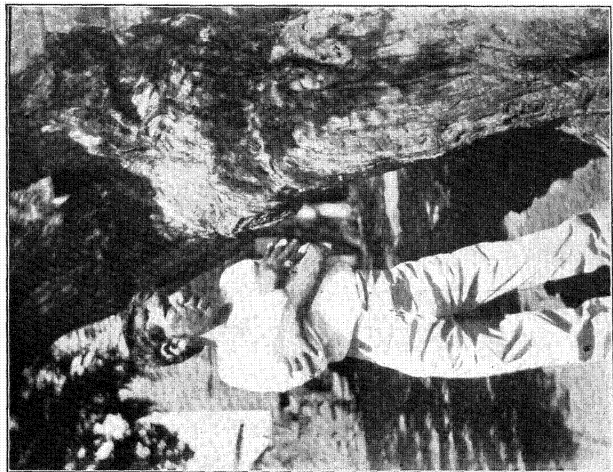
As a pressing temporary measure these cases were collected and returned to this crude asylum until better isolation and quarters could be obtained. These proletaires were necessarily a public charge; rations were issued to them, and a keeper appointed to reside at and oversee the place. There are now 14 cases collected in this building—8 males and 6 females.

A few cases have been transferred here from Ponce, and the estimate is that there are about 50 cases upon the island.

It may be stated briefly that leprosy occurs at all ages, that it is a bacterial disease, and that it is contagious by inoculation, and that bad food, constant fish diet, and bad surroundings predispose to the disease.



LEPROSY—MAN AGED 35 YEARS.



A LEPER, AGED 16 YEARS.

The geographical distribution of leprosy is extensive. It is found in the West Indies, the islands of the Pacific Ocean, in Madeira, South America, Mexico, Louisiana, California, British Columbia, Minnesota, and New Brunswick, where a large colony exists.

Without discussing whether leprosy is a contagious or infectious disease, or its method of propagation, it is declared a quarantinable disease by the quarantine laws and regulations of the United States; also careful observation shows its spread in communities where the leper is not isolated.

In the Sandwich Islands it was noticed among the natives in 1859 and traced back to 1848. It spread rapidly, and in 1865 there were 230 known lepers in a population of 67,000. By 1891 the native population diminished to 44,232. Of these, 1,500 were lepers, or 1 to every 30 of the population.

In New Caledonia it was unknown until 1865. It is supposed to have been introduced by a Chinaman who was well known. Its rapid diffusion throughout the island has been traced step by step, and in 1888 the lepers numbered 4,000. (Mason, Tropical Diseases, 1898.)

Leprosy never makes its appearance unless introduced by a leper, and the leper must be regarded as a source of danger to the community in which he lives. Facts are stubborn things, and the only way to suppress the disease is by thorough isolation.

The present location of the leper hospital, in a single rough building in the rear of the jail and within the city limits, is totally unfit for the purpose and a menace to this community.

In looking over the field for a site for the proper isolation of these afflicted outcasts, the essentials were considered to be:

1. Their complete separation from inhabited districts.
2. A location where pure air, water, and exercise could be obtained.
3. Where a quantity of arable ground could be found suitable for fruits, truck gardening, support of goats, fowls, etc., and thus conduce to their self-support, contentment, and happiness.

One of the small islands lying off the coast of Porto Rico naturally suggested itself, and after a preliminary inquiry and inspection the small uninhabited island, or cay, of San Luis was considered a good location for the purpose.

This island is situated 18° 18' north and 59° 8' west of Greenwich, just off the east coast of the island of Porto Rico; it is 80 miles from San Juan, by water about 150 miles from Ponce, and near by to the island of Culebra. I spent a day, and accidentally, a night, upon this island, making an investigation of its fitness for the purpose intended, sleeping on the ground under a tarpaulin because the transport *Slocum* failed to return in the afternoon and pick us up.

It contains a total area of about 400 acres, and between two steep rises of over 200 feet there is a bottom level of over 45 acres of arable land covered with thick undergrowth, and some fair-sized trees.

A fresh-water run makes down one of the rises of this level, which could be impounded and a supply of fresh water secured. There are beach landings on the north and east sides; on the former an inexpensive rough dock could be constructed with bowlders and stones near by.

Timber is sufficient for fire and other purposes. Wild parrots are present in considerable number, and fish and turtle are abundant.

Taking altogether, the island is considered suitable for the location of a leper colony, where they could be properly and comfortably isolated at less expense than at present site.

At this time it is not considered necessary to erect buildings of an expensive character, but to house them in modest cottages, with due regard to age and sex, and having inclosed patches of ground for cultivation.

Bearing in mind that expensive buildings are out of the question at the present time, but that the colony can be maintained upon Luis Pena Island at no greater public charge than at their present location, the following recommendations are made:

1. That the fresh-water supply be exactly determined by sinking two or three driven wells to ascertain the character of the surface water; also to decide the amount of impounding necessary to collect a water supply at different levels in the rocky draw, which could be piped to required places by natural fall.

2. The water supply proving sufficient, a rough stone landing should be constructed upon the east-side beach for small boats and lighters, using the bowlders near at hand.

3. After marking all fair-sized trees suitable and desirable for retention, the bottom tract of about 40 acres should be slashed and grubbed, from beach to beach, thus giving a clear building site and free ventilation from shore to shore. If convict labor can be employed upon this work the expense need not be very great.

Finally, it is estimated that with the services of convict labor the clearing of the grounds, erection of temporary buildings, etc., the cost of housing the leper colony upon San Luis Island would be about \$5,000.

A. H. GLENNAN.

This report was adopted. On July 20 the board endeavored to inspect Punta Salinas with a view to ascertaining its desirability for this purpose. A landing was prevented by an approaching storm, and a second opportunity was not afforded. Upon the formation of the board of charities of Porto Rico, August 9, 1899, the leper colony was placed under its control. The paramount issue before the board was the relief of hurricane sufferers, and this remained of so great importance throughout its existence that it was not possible to devote such time to the leper asylum as would otherwise have been considered necessary. At the first meeting, August 10, 1899, the supervision of the hospital was delegated to a committee composed of Captain Reynolds and the secretary. The hurricane had rendered the building uninhabitable, and the committee on its first visit of inspection found the patients housed in the basement of the jail as the only available shelter. They were isolated completely. Association or communication with the prisoners was made impossible. Immediately after the hurricane an estimate of the cost of repairs was secured from the board of public works. The expenditure of the \$800 required was not approved by the military governor, and the board awaited further action by higher authority, the proposition to convert Cabras Island into a leper colony being then under serious consideration. The board was forced to abandon this project when it was decided to use that location for military purposes.

Of course the continuance of the lepers in the jail was far from an ideal disposition, and could not be tolerated. When the proposition to use Cabras Island was no longer to be considered, the following letter was addressed to the governor by the board:

GOVERNOR-GENERAL OF PORTO RICO,
San Juan, P. R.

GENERAL: I have the honor to recommend that the old leper hospital be at once repaired for temporary occupancy by the lepers now in the basement of the jail. It is believed important that no delay should be permitted in getting the lepers out of their present quarters.

Very respectfully,

JOHN VAN R. HOFF, *President.*

The governor's indorsement on this communication was:

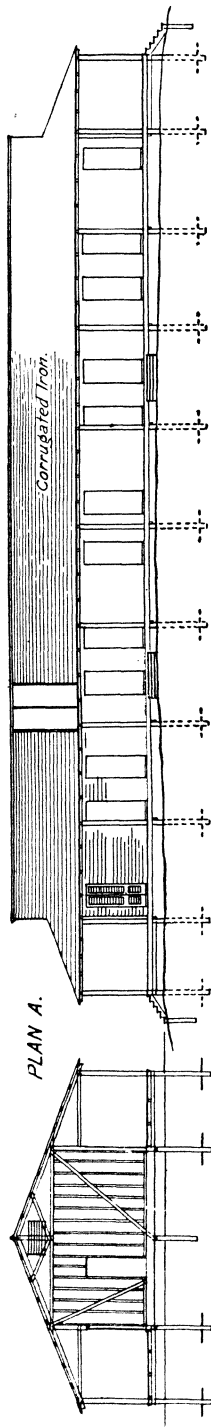
Orders have been given for the repair of this building. It is supposed that the repairs should be completed in three days.

It was reported ready for occupancy November 11, and the patients were removed from the jail during this month. This was considered purely a temporary arrangement, and steps were at once taken to establish a colony. Early in October the chairman of the committee on leper asylum made a visit to Battery Island, Punta Salinas, for the purpose of ascertaining its adaptability to the needs of such an institution. He reported that the location met all requirements and recommended the erection of the necessary buildings and the inauguration of the colony at the earliest practicable moment. After several conferences with the board upon this report the following letter was forwarded to the military governor:

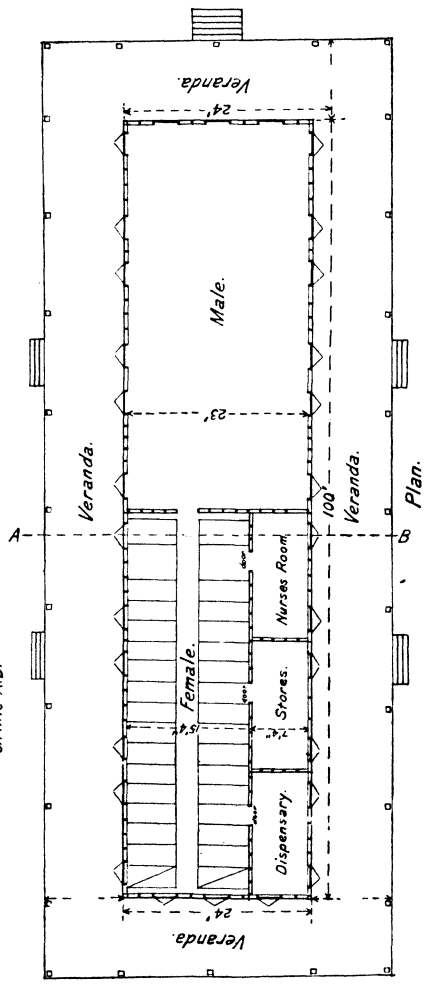
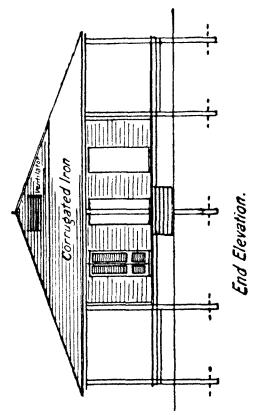
OCTOBER 23, 1899.

GOVERNOR-GENERAL, *San Juan, P. R.*

SIR: I have the honor to report that Battery Island, off Punta Salinas, has been inspected by a member of this board and found suitable for a leper colony, and to

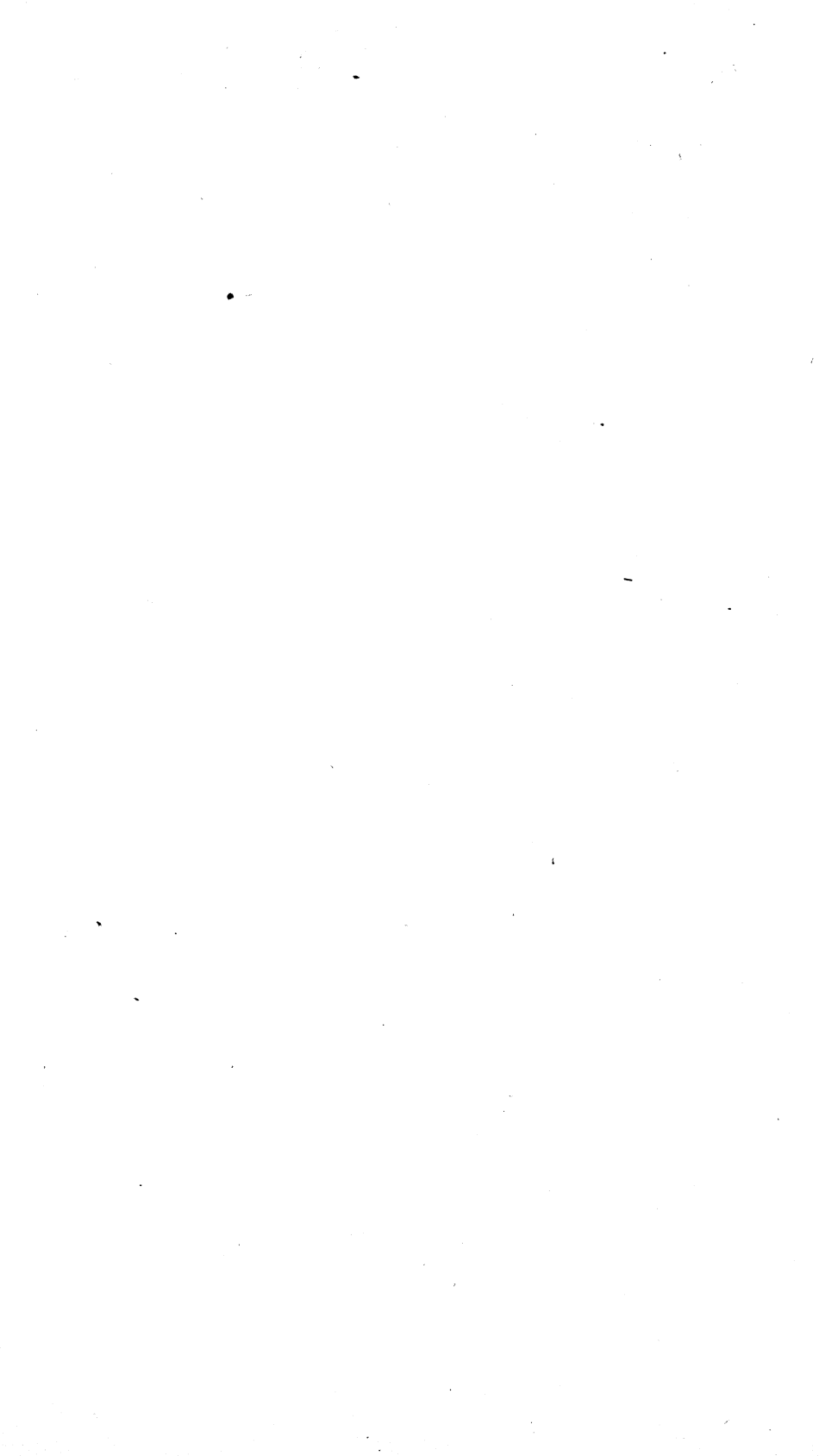


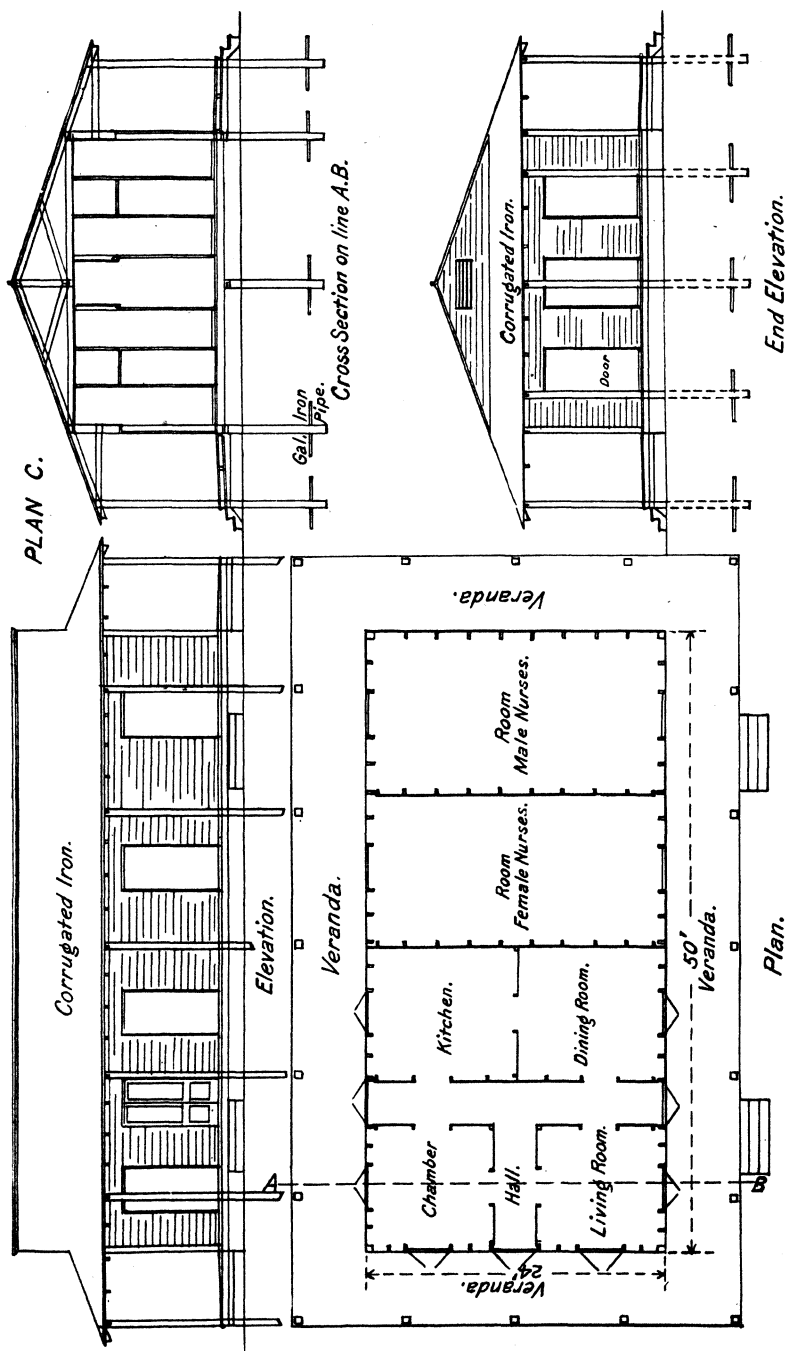
Elevation.



HOSPITAL.

PLANS OF BUILDING FOR PROPOSED LEPER COLONY AT PUNTA SALINAS, APPROVED BY THE BOARD OF CHARITIES.

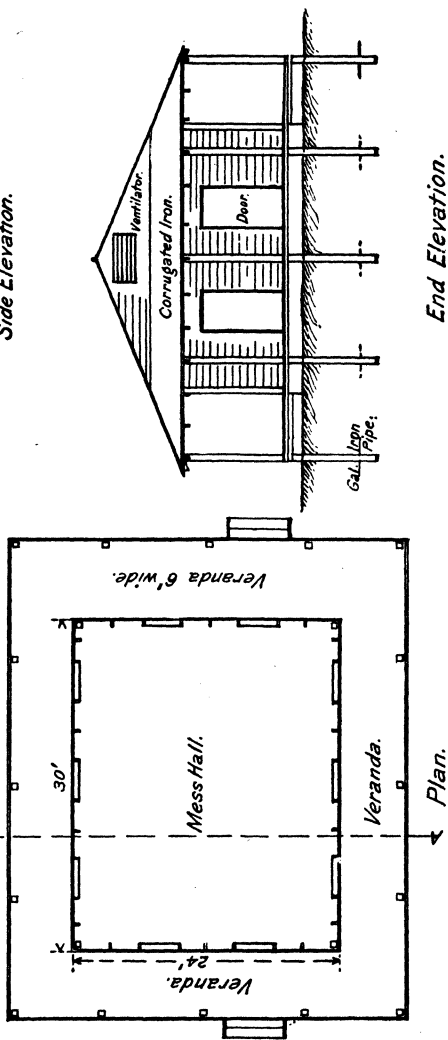
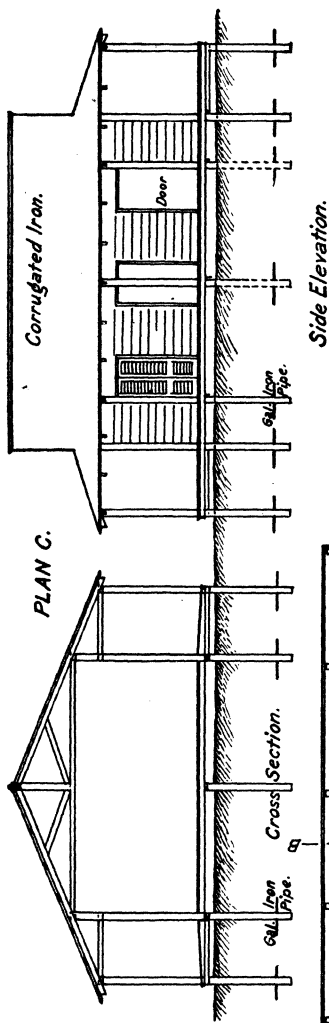




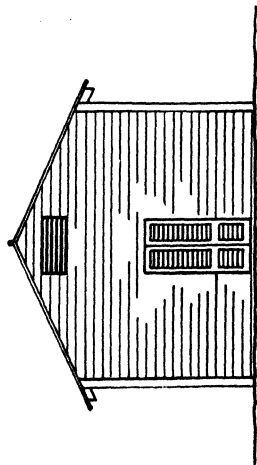
SUPERINTENDENT'S AND NURSES' QUARTERS.

PLANS OF BUILDINGS FOR PROPOSED LEPER COLONY AT PUNTA SALINAS, APPROVED BY THE BOARD OF CHARITIES.



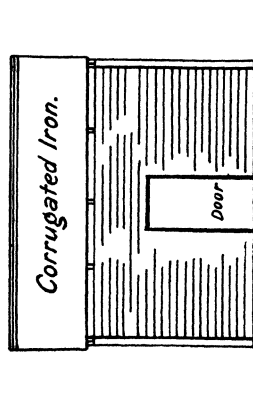
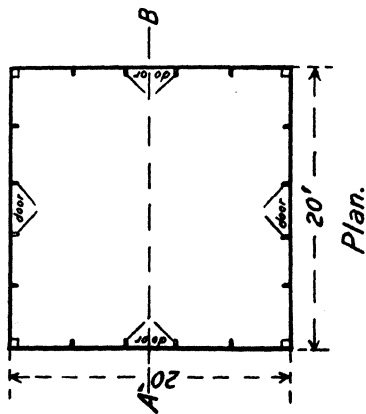
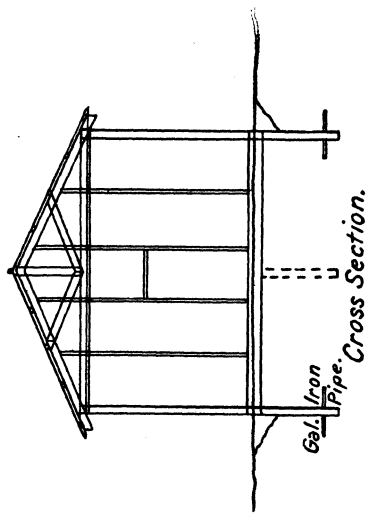


MESS HALL.



Front Elevation.

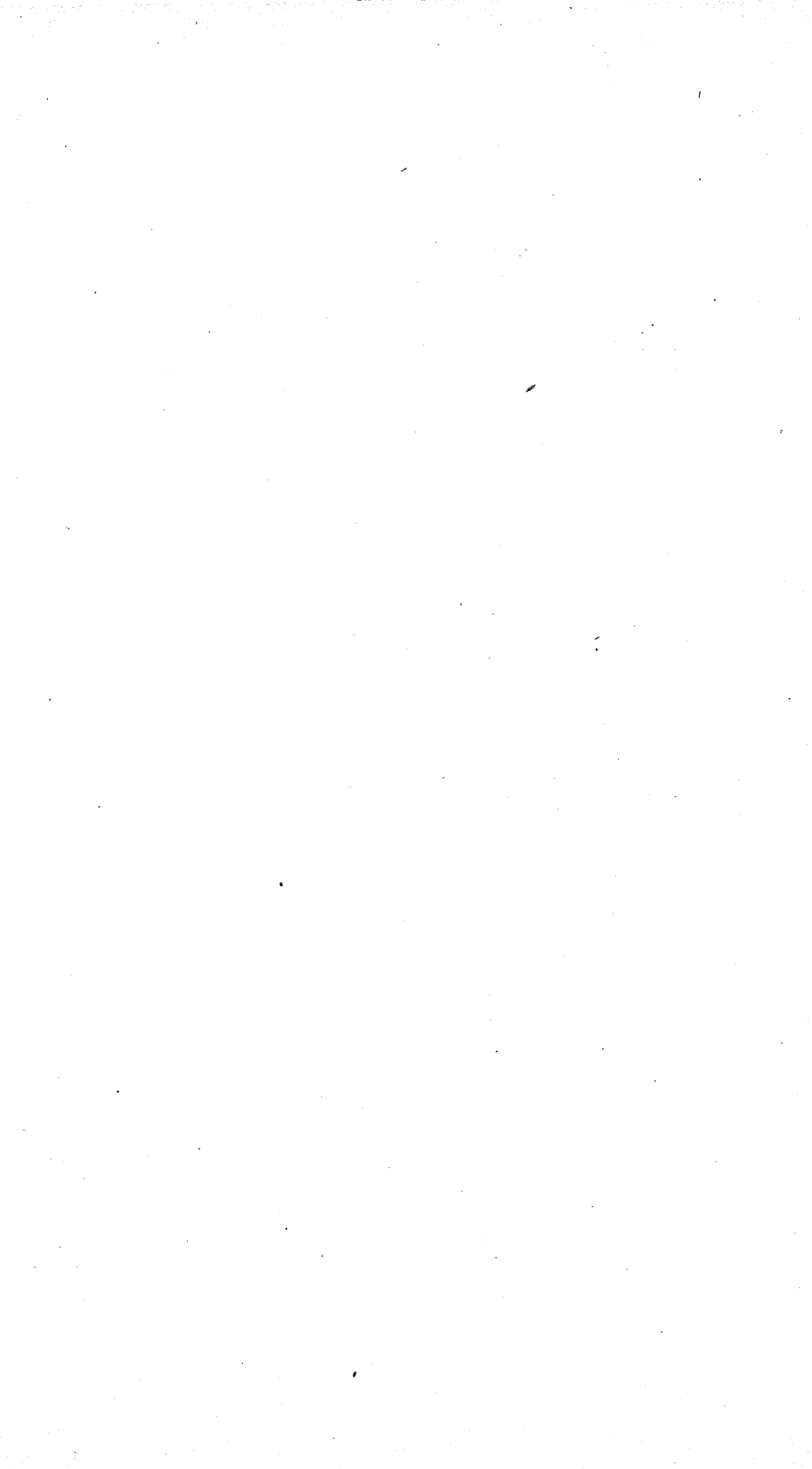
PLAN E.

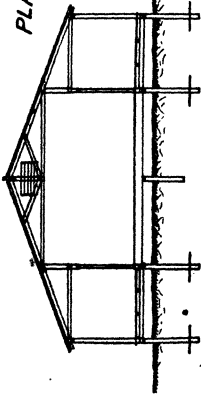


Side Elevation.

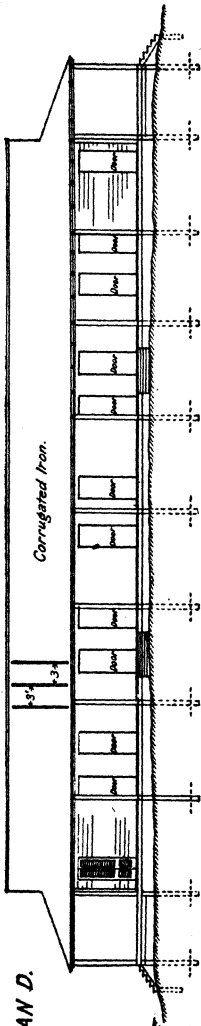
KITCHENS.

PLANS OF BUILDING FOR PROPOSED LEPER COLONY AT PUNTA SALINAS, APPROVED BY THE BOARD OF CHARITIES.

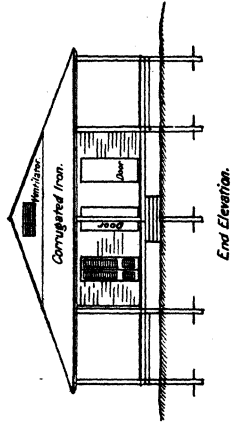




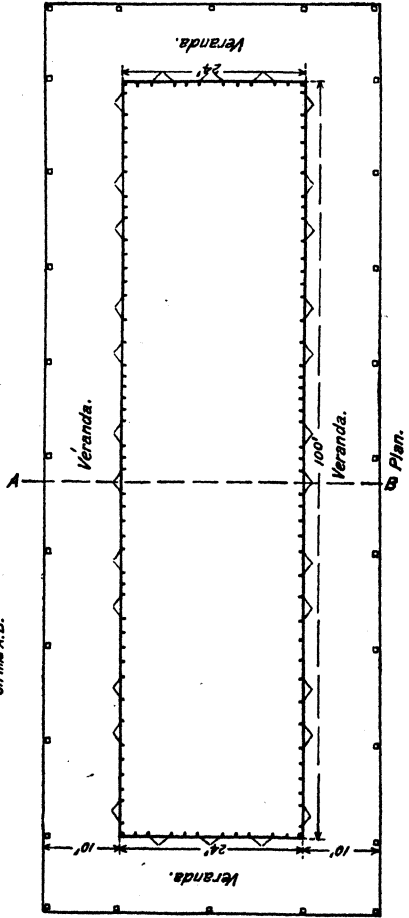
Cross Section
on line A.B.



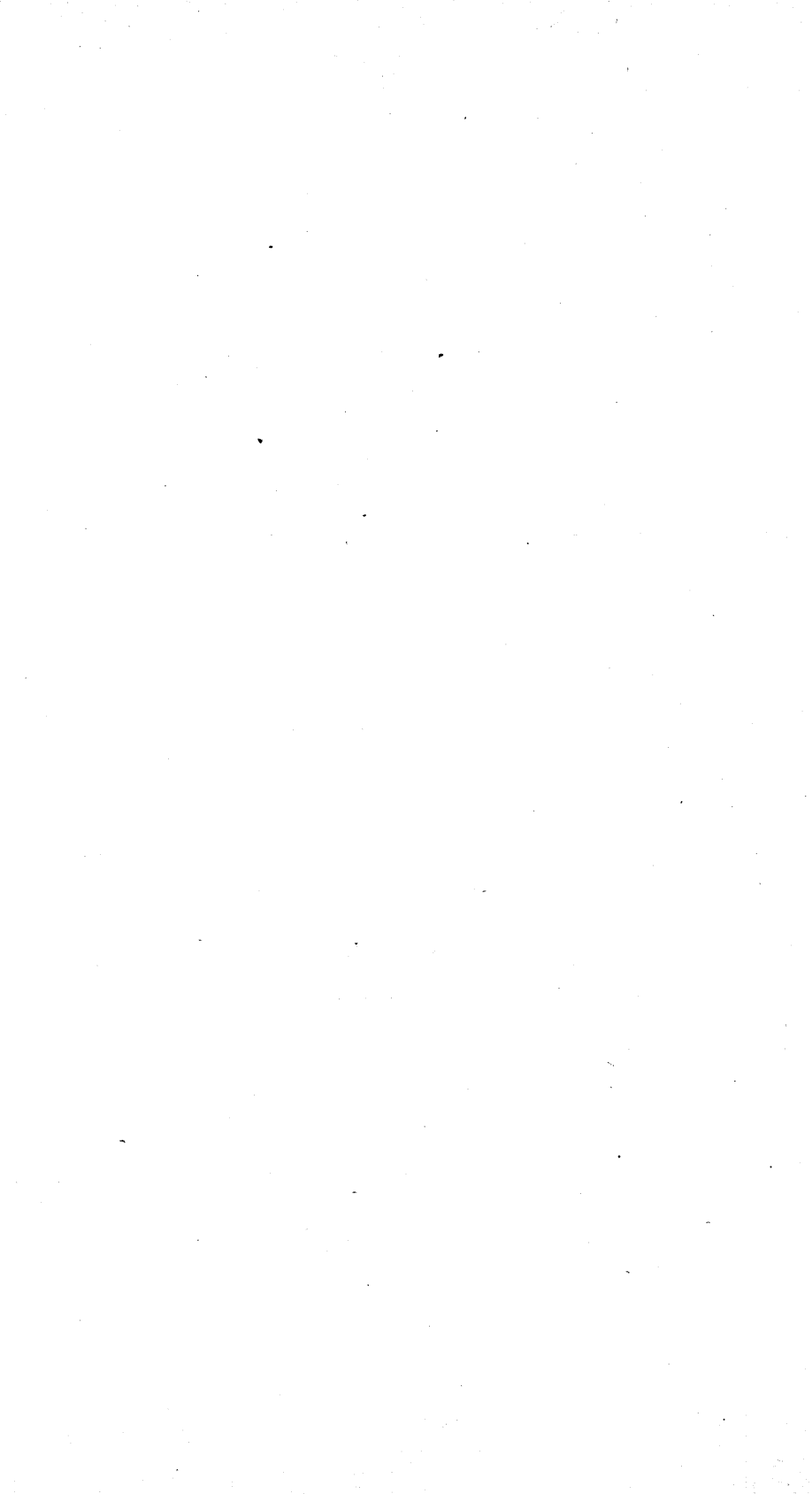
Elevation.

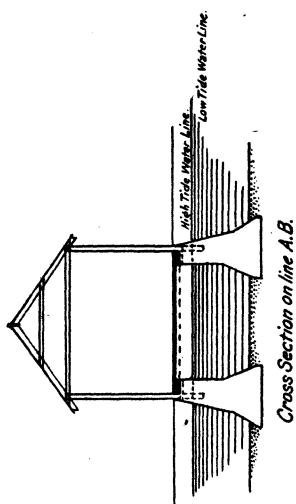
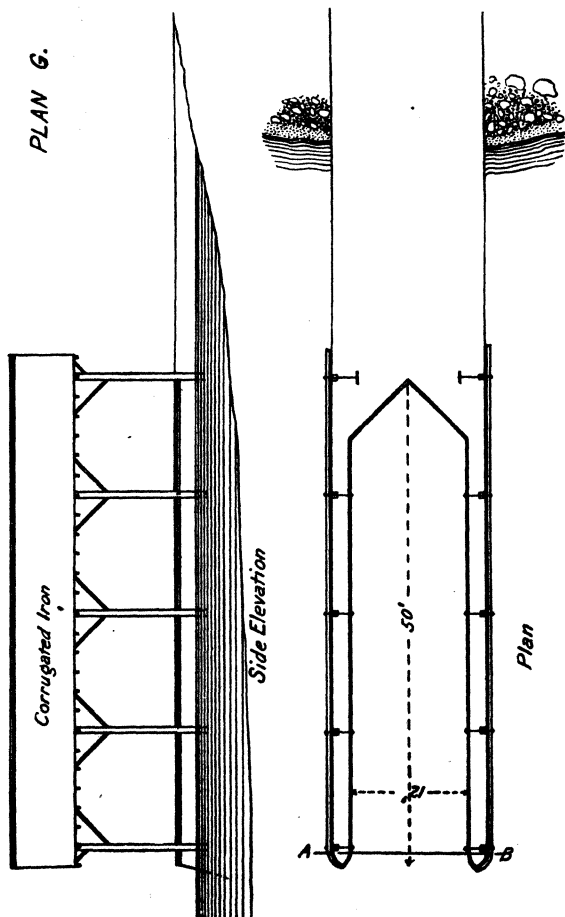


End Elevation.



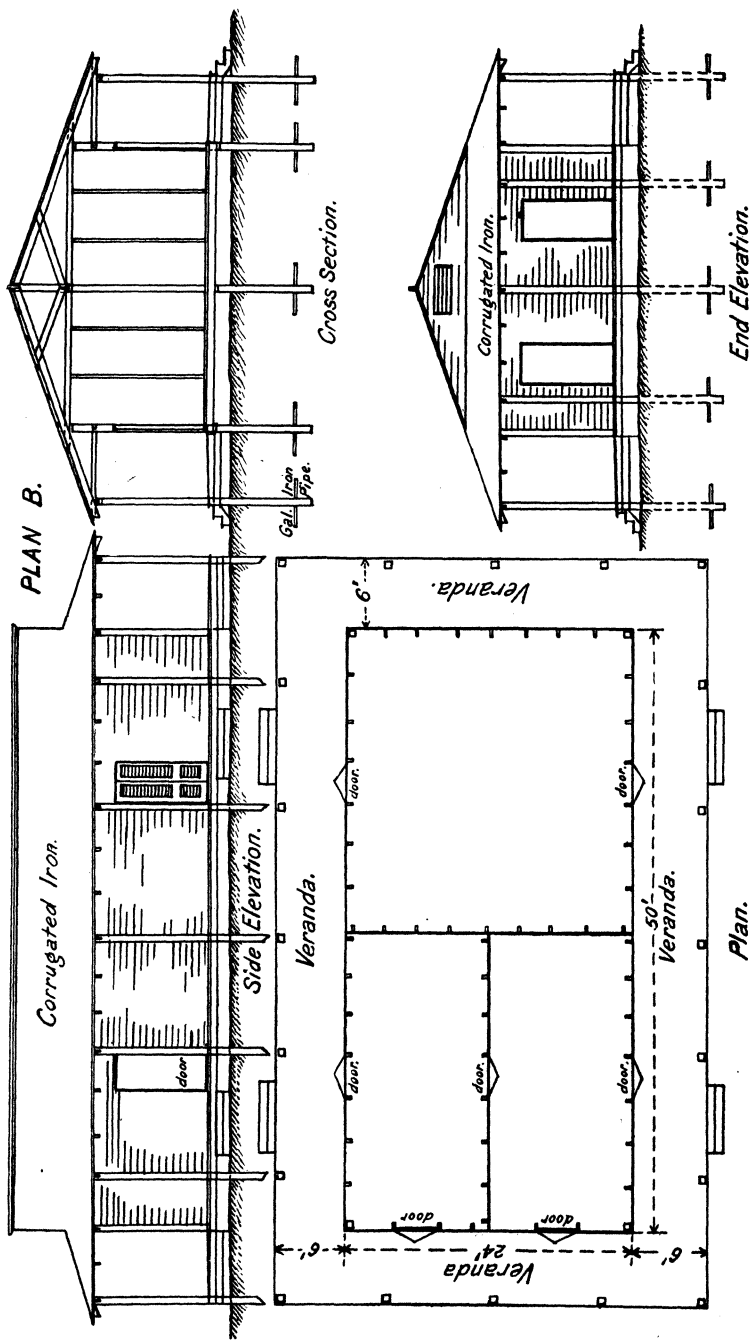






WHARF.
PLAN OF WHARF AT PUNTA SALINAS, APPROVED BY THE BOARD OF CHARITIES.





ADMINISTRATION BUILDING.

PLANS OF BUILDINGS FOR PROPOSED LEPER COLONY AT PUNTA SALINAS, APPROVED BY THE BOARD OF CHARITIES.

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recommend that buildings, etc., for that purpose be erected thereon at the earliest practicable moment, as follows: Four dormitories (each for 30 inmates), 100 by 24 by 12; 1 hospital, 100 by 24 by 12; 1 kitchen, 30 by 20 by 12; 1 administration and storage building, 50 by 24 by 12; 1 quarters superintendents and attendants, 50 by 24 by 12; 1 laundry, lavatory, and bath, 30 by 24 by 12; 2 privies; 1 wharf, 20 by 6; 1 boathouse; 1 cistern, 100,000 gallons; 1 stairs, 25 by 6; 1 windmill.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of the Board.

This letter was referred to the board of public works, which surveyed the island and submitted plans, specifications, and cost for buildings. The drawings and estimates were completed December 27. The cost was estimated as \$71,160.75. Endeavors were made to reduce this estimate, but without success. The papers were referred to the board of charities, who returned them with the following indorsement:

JANUARY 29, 1900.

Respectfully returned to the adjutant-general Department of Porto Rico, recommending that the work of construction be undertaken at the earliest practicable moment. Lepers are scattered all over the island.

By direction of the board of charities of Porto Rico:

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

On January 25 the following letter was addressed to the adjutant-general:

JANUARY 25, 1900.

ADJUTANT-GENERAL DEPARTMENT OF PORTO RICO.

SIR: I have the honor to again urge the necessity for the immediate organization and housing of a leper colony on Battery Island (Punta Salinas). The reports received by this board from the various alcaldes indicate that there are 403 lepers on the island of Porto Rico.

While this number is believed to be in excess of the actual facts, nevertheless, if there were only a single hundred, they should be isolated and the community protected from this awful infection.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

This was returned to the board for information as to arrangements at Battery Island, in answer to which the following indorsement was forwarded:

Respectfully returned to the adjutant-general Department of Porto Rico. It is understood that no buildings have yet been constructed, though plans and specifications were submitted. The object of this letter is to urge the construction of the necessary buildings at Battery Island.

By direction of the board of charities of Porto Rico:

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

No further action was thereafter taken in this direction, either by this board or by the military governor, the latter having definitely decided that funds for the purpose could not be assigned.

Photographs of the plans, drawn by the board of public works and approved by this board, are appended.

The following gives the monthly status of inmates:

	Dis- charged.	Died.	Admit- ted.	Remain- ing.
May			12	¹ 14
June	0	0	0	14
July	0	0	0	14
August			3	17
September	² 3	1	2	15
October	0	0	0	15
November	0	0	1	16
December	0	0	0	16
January	0	0	0	16
February	0	0	2	18
March	0	0	0	18
April	³ 1	0	1	18

¹ Two cases remained from April.

² These three cases were, after a careful examination, declared not to be lepers.

³ Under observation. Probably not leprosy.

REPORT OF THE CHAIRMAN OF THE COMMITTEE OF THE BENEFICENCIA OF THE BOARD OF CHARITIES UP TO MAY 1, 1900.

SAN JUAN, P. R., *July 20, 1900.*

PRESIDENT BOARD OF CHARITIES OF PORTO RICO,

San Juan, P. R.

SIR: I have the honor to submit the following report of the beneficencia for the time that the institution was under the charge of the first board of charities under American administration, from August, 1899, until May, 1900, at which time, in consequence of the change from military to civil government, a new board of charities was created.

The beneficencia, which comprised the "orphan asylum," now called "charity schools" and the insane asylum of Porto Rico, was placed under the control of the board of charities by the general order of the military governor which established that board. The orphan asylum was transferred from the control of the insular board of education, and the insane asylum from that of the superior board of health.

These two institutions, having been under the same roof since 1844, were found divided into four departments, viz, that of the male insane, that of the female insane, that of the orphan boys, and that of the orphan girls. All these departments were separate from each other; each had its own courtyard for the use of its inmates.

The term "orphan asylum" used in this connection is misleading. The children admitted into this institution are not alone full orphans and half orphans, but also children of poor parents who are unable to look out for them.

The management of the entire beneficencia was under the charge of one resident director. The internal administration was carried on by Sisters of Charity, under contract with the Spanish Government of 1863, and the following other personnel: One nonresident physician, 1 clerk, 1 practicante or head nurse, 5 male attendants for the insane men, 1 porter, 1 steward, laundresses, and servants. In the school there were, on the boys' side, 2 teachers and 1 monitor; on the girls' side the teaching was done by Sisters of Charity; the store-rooms, mess rooms, dormitories, kitchen, laundry, dispensary, and the care of the sick and of the insane women were in the hands of the Sisters of Charity.

The building, "The Beneficencia," a heavily built brick structure, was at the time of transfer to this board without any modern sanitary arrangements; the woodwork in many places, especially floors and stairs, was rotten; there was no connection with the city water or sewer; the latrines everywhere were foul; the dormitories overcrowded; one wing in the insane asylum was in ruins from the bombardment of the previous year; at night large tubs and urinals were placed in the dormitories to receive the excreta of the inmates, etc.

It was evident from the first that the location of the institutions in the city of San Juan was most unsuitable. In their present form they represented nothing more than houses of detention. The object of changes in the building therefore limited itself to improvements in its sanitary condition and in keeping it up to its full capacity, in the hope of being able later to transfer the inmates to more suitable modern buildings to be erected somewhere on the island, preferably in the country, near a large town.

In the insane asylum the following work was accordingly done: Two annexes were erected, one in each department, to hold automatic self-flushing water-closets of the Mott system; wash basins, bath tubs, and shower baths; all drains from this annex were connected with the military sewer. The rotten floors in the cells on the women's side were relaid, and the drains of these cells likewise connected with the sewer; the destroyed wing was rebuilt; the city water introduced; the cesspools cleaned, emptied, and closed up; the court drains were led into the sewers; hose connections, with a sufficient length of rubber hose for the cleaning and flushing of cells, courts, and verandas, were provided; new stairways have taken the place of the old and rickety ones; one dormitory of the men's side has received new flooring. The result has been that the insane asylum is without its former glaring defects; the inmates are cleaner and less crowded than they were formerly.

In consequence of the additional space gained by the rebuilding of the destroyed wing and by the utilization of the former latrines for other purposes, it was made possible in the course of time to admit all the insane of the island for whose admission applications had been received. During the period comprised in this report about 74 people were admitted. Some of those applicants had been waiting for many months at their homes, in jails, in poorhouses, etc., for vacancies in the asylum. There they had been under most unfavorable conditions, often in close confinement, generally neglected, maltreated, etc., so that when finally admitted they were sick, covered with sores and vermin.

The number of attendants to the male insane was increased to 8, and the system of watches was carefully regulated on the male side by the medical superintendent and enforced.

On the female side of the house, which is more especially under the charge of the Sisters of Charity, who individually are controlled and directed by the superior of their order, a similar system of watches could not be introduced and enforced by the superintendent. The attending sisters are shifted about from one duty to another by orders of their own superiors, the question of "duty" and "off duty" is not decided by the superintendent and according to the requirements and necessities of the institution, as is done on the other side of the house, but is decided by the sister superior alone. This condition of affairs has led to a conflict of authority at the insane asylum in consequence of the position, which the board of charities had taken, in placing the

responsibility of the entire control of the institution into the hands of the superintendent, its official head. It is still one of the questions to be considered and to be settled in the future.

THE ORPHAN ASYLUM.

The same unsanitary conditions that were described in connection with the insane asylum prevailed here. Reforms along sanitary lines were urged in August, 1899; however, the financial distress of the island, which was experienced last year, prevented action in that direction, as desired. Under the personal supervision of the newly appointed and most efficient superintendent, Dr. Goenaga, many changes were made in the boys' department, which was in a worse condition than the girls' department, so that a better state prevailed subsequently. The city water was introduced; pan closets, on account of their cheapness, were put into the renovated former latrines; a urinal, having flushing arrangement, was added; a very primitive but effective system of shower baths was instituted; a water-filtering system was put into use; unnecessary bulkheads in the dormitories were removed, improving the air ventilation; the old practice of putting tubs and urinals into the dormitories over night for the reception of the excreta of the children was stopped, etc.

In the girls' department no changes of any consequence were made.

Early in this year both these institutions were removed to Santurce, to separate buildings, which, although in very unsatisfactory sanitary condition, offer excellent possibilities for the future. Both have very extensive grounds, allowing of enlargement of buildings.

The schools of the Beneficencia were in a very disorganized condition after the war. For over 230 boys there were only 2 teachers; the trade and art schools had been discontinued; the building which had contained the shops had burned down; a great part of the machinery, tools, and appliances which it contained were either burned up or had been ruined by the flames. Machinery and tools which were left were gathered, cleaned, and put into a storeroom under the charge of a special employee. As soon as possible the following three departments of the trade school were reopened, namely: The carpenter shop, the tailor shop, and the shoemaker shop. To each mechanic in charge of a shop a number of boys were given for assistance and instruction.

It had been the intention of the committee to divide the pupils on the boys' side into four classes of about 50 pupils each, to place each class in charge of one teacher, and, according to the attainments of the pupil, to give each class its special curriculum. Heretofore all the pupils had been taught together in the same class room by one teacher and an assistant. In order to get the necessary qualified additional teachers, applicants for positions were solicited through the official gazette. Of the number of applicants only one was found qualified and appointed. At about this time the assistant teacher resigned, leaving again only two instructors for the school. The division into four sections was, nevertheless, accomplished, the teachers being obliged to go from section to section to give their lessons. Later, by the appointment of an English-speaking teacher, lessons in English were added to the course of instruction in each class. For the younger children, below the age of eight, a kindergarten teacher was engaged, who taught that class in the forenoon; the same teacher

gave instruction in English to the other girls in the afternoon. Necessary books were supplied by the insular board of instruction.

On account of the difficulty of properly taking care of the older inmates of the orphan asylum under the above-mentioned conditions, and especially as serious immoral practices among them had come to the attention of the superintendent, it was decided to discharge all beneficiaries who had passed the age of sixteen. The guardians of these children were communicated with and requested to take charge of their wards. For a few of these children positions were secured.

In consequence of this change it was possible to somewhat relieve the overcrowded state of the asylum. Subsequent vacancies were primarily filled by admitting all the full orphans who had applied for admission. Some applications of this kind had been unattended to for four or five years. At the time of the transfer of the children to Santurce all the new and old applications of this class had been attended to.

Since the transfer to Santurce early this year, the direction of affairs of the orphans has been more in the hands of the president of the board than in those of the committee.

This transfer to Santurce has put us in position to use that part of the building which the girls had formerly occupied and is adjacent to the insane asylum for the insane women, and to fit up the entire old insane asylum building for the accommodation of the men. This change had to be commenced by day labor, under the personal direction of the superintendent, and will not be as perfect as had been planned by the committee. However, it will be an advance, as regards former conditions. A number of the less violent cases of the insane women have been transferred to the new quarters already, but in the absence of the necessary cells for the control of the violent insane, the old quarters can not yet be given up entirely.

The necessity of an assistant physician for the insane asylum had been recognized by the board for some time. An attempt was made some time ago to fill this position. A committee was appointed by the board of charities to examine applicants for that position, as is done in the United States when hospital positions are to be filled. The conditions of appointment were published, but no applicants appeared. The inducements offered to a young graduate in medicine, with the experience to be gained in this specialty, certainly seemed sufficient, and the failure to accomplish our object seemed incomprehensible.

The present director of the insane asylum had been connected with the old Beneficencia for a number of years as its medical attendant. Last year, when a change of director appeared advisable, he was considered the man best adapted to fill that position. Subsequent events have justified that belief. After the complete separation of the insane from the orphan asylum he was given the position of director of the insane asylum.

No medical records were formerly kept at the insane asylum. A full set of report and record forms have been provided, so that now registers of patients, case papers, and reports to the board can be made and kept.

The regulations of the insane asylum and also those of the charity schools have been revised, and if enforced by able directors the administration of these institutions will be more systematic and efficient than it was formerly.

It is to be hoped that in the near future a modernly equipped insular insane asylum, having extensive grounds that can be used for cul-

tivation, may be erected somewhere on the island, where the insane can be employed according to their condition, and where more can be done for their cure than is possible under existing conditions.

Very respectfully,

F. W. F. WIEBER,
Surgeon, U. S. Navy, Chairman.

Statistics of inmates of Beneficencia for years from 1844 to 1889.

	1844-45.				1845-46.				1846-47.			
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.
Insane:												
Male	42	8	7	27	27	10	5	1	31	31	1	32
Female	16	1	3	12	12	7			19	19	2	20
Prisoners:												
Male					39	34		5	5		1	4
Female	22	3		19	19	2	17	1	3	6	4	4
Total	80	12	10	58	58	58	56	2	58	58	9	60

	1847-48.				1848-49.				1849-50.			
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.
Insane:												
Male	32	6		38	38	3	1		40	40	2	41
Female	20	6	2	24	24	1			25	25	6	31
Prisoners:												
Male	4	13	5	11	11	7	5		13	13	1	13
Female	4		1	3	3	4	3		4	4	2	2
Total	60	25	8	76	76	15	9		82	82	9	87

	1850-51.				1851-52.				1852-53.			
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.
Insane:												
Male	41	5		46	46	10	1		55	55	12	63
Female	31	5		36	36	2			38	38	7	45
Prisoners:												
Male	13	3	1	15	15	2			17	17	3	20
Female	2	3	2	3	3				3	3	1	2
Total	87	16	3	100	100	14	1		113	113	22	130

Statistics of inmates of Beneficencia for years from 1844 to 1899—Continued.

	1853-54.					1854-55.					1855-56.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	63	27	10	5	75	75	23	3	3	92	92	23	12	6	97
Female	45	9	4	5	45	45	8	3	3	48	48	8	1	4	51
Prisoners:															
Male	20	7	3	---	24	24	11	7	---	38	38	3	7	---	24
Female	2	4	---	---	6	6	---	---	---	6	6	---	---	---	6
Total	130	47	17	10	150	150	42	12	6	174	174	34	20	10	178
	1856-57.					1857-58.					1858-59.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	97	18	9	2	100	100	18	11	4	103	103	17	7	9	104
Female	51	16	2	2	63	63	10	5	3	65	65	17	8	6	66
Prisoners:															
Male	24	3	7	---	20	20	1	---	---	21	21	4	3	---	22
Female	6	---	---	---	6	6	---	---	---	6	6	---	---	---	6
Total	178	37	18	8	189	189	20	16	7	195	195	38	18	15	198
	1859-60.					1860-61.					1861-62.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	104	24	3	9	116	116	11	2	5	120	120	3	1	---	122
Female	66	7	5	2	66	66	4	1	2	67	67	---	2	---	65
Boys	---	---	---	---	---	---	---	---	---	---	58	15	---	---	43
Girls	---	---	---	---	---	---	---	---	---	---	6	---	---	---	6
Prisoners:															
Male	22	8	2	---	22	22	8	7	---	29	29	2	9	---	27
Female	6	---	1	---	5	5	---	---	---	5	5	1	---	---	6
Paupers, male	---	---	---	---	---	---	1	---	---	1	1	---	---	---	1
Total	198	39	11	11	215	215	24	10	7	222	222	75	27	---	270
	1862-63.					1863-64.					1864-65.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	122	9	---	---	131	131	8	4	---	135	135	6	2	1	138
Female	65	3	---	---	68	68	9	---	---	77	77	5	4	1	77
Boys	43	16	15	---	44	44	17	14	2	45	45	14	1	1	43
Girls	6	17	7	---	16	16	8	8	---	16	16	1	3	2	12
Prisoners:															
Male	27	1	1	---	27	27	1	1	---	27	27	---	---	---	27
Female	6	---	---	---	6	6	---	---	---	6	6	---	---	---	6
Paupers, male	1	---	---	---	1	1	---	---	---	1	1	---	---	---	1
Total	270	46	23	---	293	293	43	27	2	307	307	26	24	5	304

Statistics of inmates of Beneficencia for years from 1844 to 1889—Continued.

	1865-66.					1866-67.					1867-68.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	138	6	2	1	141	141	7	---	---	148	148	10	36	34	88
Female	77	1	1	---	77	77	3	---	---	80	80	10	12	16	62
Boys	43	19	20	1	41	41	12	18	---	35	35	18	11	---	42
Girls	12	7	3	---	16	16	---	2	1	20	20	11	9	2	20
Prisoners:															
Male	27	---	---	---	27	27	---	---	---	27	27	1	---	---	28
Female	6	---	---	---	6	6	---	---	---	6	6	---	---	---	6
Paupers:															
Male	1	---	---	---	1	1	---	---	---	1	1	---	---	---	1
Female	---	---	---	---	---	---	---	---	---	---	---	1	---	---	1
Total	304	33	26	2	309	309	29	20	1	317	317	51	68	52	248

	1868-69.					1869-70.					1870-71.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	88	30	12	10	96	96	23	17	10	92	92	38	66	43	21
Female	62	32	16	15	63	63	10	2	10	61	61	12	8	13	52
Boys	43	14	10	---	46	46	12	7	---	49	49	18	13	2	52
Girls	20	15	3	---	32	32	8	10	2	30	30	7	5	2	30
Prisoners:															
Male	28	1	2	1	26	26	---	---	---	26	26	---	3	1	22
Female	6	---	---	---	6	6	---	---	---	6	6	1	---	---	7
Paupers:															
Male	1	1	---	---	2	2	---	---	---	2	2	---	---	---	2
Female	1	3	---	---	4	4	---	---	---	4	4	1	---	---	5
Total	248	96	43	26	275	275	53	36	22	270	270	77	95	61	191

	1871-72.					1872-73.					1873-74.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	21	23	26	10	8	8	14	12	1	9	9	31	1	4	35
Female	52	23	19	8	47	47	21	17	---	51	51	20	13	2	56
Boys	52	51	13	---	90	90	11	13	---	88	88	77	46	1	118
Girls	30	41	10	1	60	60	12	8	---	64	64	64	33	3	92
Prisoners:															
Male	22	---	12	2	8	8	---	6	2	---	---	---	2	---	1
Female	7	---	2	1	4	4	---	1	---	3	3	---	---	---	---
Paupers:															
Male	2	5	3	---	4	4	2	1	2	3	3	2	1	---	4
Female	5	19	14	---	10	10	4	3	2	9	9	5	3	3	8
Total	191	161	99	22	231	231	64	61	7	227	227	199	99	18	314

Statistics of inmates of Beneficencia for years from 1844 to 1889—Continued.

	1874-75.				1875-76.				1876-77.			
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.
Insane:												
Male	35	29	4	10	50	23	19	15	44	43	21	15
Female	56	16	7	2	63	15	8	18	52	23	6	11
Boys	118	25	31	---	112	23	16	6	118	29	16	1
Girls	92	18	8	2	100	20	21	6	93	33	14	3
Prisoners, female	1	1	1	---	---	---	---	---	---	---	---	---
Paupers:												
Male	4	2	1	---	5	1	2	---	4	3	1	1
Female	8	5	---	3	10	5	2	5	8	6	1	4
Total	314	95	52	17	340	97	68	50	319	137	59	35
	1877-78.				1878-79.				1879-80.			
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.
Insane:												
Male	51	29	20	26	34	33	10	11	46	54	27	17
Female	58	17	7	13	55	17	7	6	59	27	11	23
Boys	130	17	7	3	137	25	15	1	146	19	11	2
Girls	109	20	12	1	116	15	10	4	117	6	4	2
Paupers:												
Male	5	1	---	1	5	2	1	1	5	---	1	---
Female	9	2	2	2	7	3	1	---	9	1	---	4
Total	362	86	48	46	354	95	44	23	382	107	54	47
	1880-81.				1881-82.				1882-83.			
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Admitted.	Discharged.	Died.
Insane:												
Male	56	38	20	12	62	52	29	27	58	46	24	21
Female	53	22	13	10	52	26	19	4	55	28	13	12
Boys	152	29	20	1	160	30	38	1	151	20	12	---
Girls	117	23	20	3	117	26	16	2	125	14	10	2
Paupers:												
Male	4	---	---	4	---	---	---	---	4	3	1	---
Female	6	---	---	3	3	---	---	---	3	1	---	---
Total	388	112	73	29	398	134	102	34	396	112	66	35

Statistics of inmates of Beneficencia for years from 1845 to 1889—Continued.

	1883-84.					1884-85.					1885-86.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	50	39	20	15	63	63	42	27	13	65	65	33	21	11	66
Female	53	34	9	21	57	57	42	19	28	52	52	33	12	16	80
Boys	159	18	21	2	153	153	15	11	1	156	156	24	20	2	158
Girls	127	16	19	2	122	122	29	19	1	131	131	15	15		129
Paupers:															
Male	6				6	6		1	1	4	4				4
Female	3		1		2	2				2	2				2
Total	407	107	70	41	403	403	128	77	44	410	410	106	68	29	419

	1886-87.					1887-88.					1888-89.				
	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.	Remaining.	Admitted.	Discharged.	Died.	Remaining.
Insane:															
Male	66	35	14	20	67	67	39	19	20	67	67	38	20	17	68
Female	60	23	7	16	60	60	17	8	9	60	60	21	9	13	59
Boys	158	26	27	1	156	156	33	32	1	156	156	17	18		155
Girls	129	11	9	2	129	129	17	3		132	132	16	10	6	132
Paupers:															
Male	4	1	1	1	3	3				3	3				3
Female	2	1			3	3				3	3				3
Total	419	97	58	40	418	418	112	76	33	421	421	92	57	36	420

Recapitulation for Beneficencia from 1844 to 1900.

Class.	Admis- sions.	Dis- charges.	Deaths.	Remain- ing.
Insane, male	1,336	676	582	78
Insane, female	866	377	431	58
Boys	1,164	1,115	49	
Girls	779	694	85	
Prisoners, male	124	117	7	
Prisoners, female	43	40	3	
Paupers, male	30	23	7	
Paupers, female	71	41	29	1
Total	4,413	3,083	1,193	137

CONCLUSION.

INSTITUTIONS.

From the foregoing it will be seen that for the short time the insular charitable institutions were under the direction of this board, during the military government, the following was accomplished:

First. The boys and girls, orphaned and destitute children, were transferred from the building known as the Beneficencia, which was in effect a prison, and indeed was originally built for this purpose, to separate and commodious buildings, located in Santurce and surrounded by ample grounds.

^a The boys and girls having been transferred to the schools in Santurce and not here included.

Second. The board prepared a code of regulations based upon the changed conditions of the government, reorganized the administration in the boys' school on business principles, introduced military instruction, and was about to effect a complete reorganization in the educational departments of both schools when the functions of military government ceased by limitation of law.

Third. It repaired the insane asylum and largely increased its accommodations, so that now there is no waiting list.

Fourth. It prepared new regulations for the asylum and instituted a new system of interior economy, placing the institution upon a scientific and business foundation.

Fifth. It submitted plans and specifications for the organization of a leper colony at Punta Salinas, and urged the necessity for the assembling there, and complete isolation, of all lepers in Porto Rico. In the meantime it has cared for the 18 lepers now inadequately housed and isolated at Puerta de Tierra.

Sixth. It proposed the organization of a house of correction for incorrigible children, for which a part of the Beneficencia building was to be used, and finally,

Seventh. It met the many situations constantly arising in the management of public charities and charitable institutions.

The membership of the first board of charities of Porto Rico was in large part made up from medical officers of the public services, who devoted themselves to the accomplishment of the unfamiliar tasks which fell to their lot. The military government is especially indebted to—

Surg. F. W. F. Wieber, United States Navy, who, as chairman of the committee on the Beneficencia and lunatic asylum, gave a large part of his time to this work, and was very successful in his supervision of these important institutions. He was also a member of the executive committee of the board.

Capt. George M. Wells, Medical Department, United States Army, who was chairman of the committee on the leper hospital, and member of the committee on the Beneficencia and insane asylum.

Dr. H. W. Cowper, acting assistant surgeon, who acted as inspector for the board during the period of the removal of the children from the Beneficencia, and their settlement in the charity schools at Santurce.

I desire to express my personal indebtedness to Mr. B. H. Osterheudt, the present able secretary of the board of charities of Porto Rico, for his work under the old board in reorganizing the supply department, and for present assistance in the preparation of statistics; also to Dr. Harold W. Cowper for absolutely essential help in the arduous work of preparing this report.

In submitting the foregoing report of the efforts and accomplishments of the board of charities of Porto Rico under the military government, I venture to invite attention to the fact that much of it has been written under the stress of orders calling me to other lands and duties. At best it is a plain, unvarnished tale, neither worthy of the subject nor of the noble men and women whose work it relates.

Very respectfully,

JOHN VAN R. HOFF,
*Major, Surgeon, U. S. A.; Chief Surgeon,
Department of Porto Rico, and former
President of the Board of Charities of Porto Rico.*



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PART 13
REPORT
OF THE
MILITARY GOVERNOR OF PORTO
ON
CIVIL AFFAIRS

NON
CIRCULATING